fcm federation of canadian municipalities
fédération canadienne des municipalités

SUMMARY PROCEEDINGS

of the 44th Annual Conference

June 7-11, 1981

Regina, Saskatchewan

PRÉCIS DES COMPTES RENDUS

du 44ième congrès annuel

7 au 11 juin, 1981

Regina, Saskatchewan

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44th ANNUAL CONFERENCE

SUMMARY PROCEDINGS

Regina, Saskatchewan
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TABLE OF CONTENTS

MONDAY, JUNE 8

page

PRESIDENTIAL ADDRESS 1

FCM REPORTS:

Advisory Committee on Preventive Policing 4
Interim Report on the FCM's Fees and Constitution 6
LUNCHEON ADDRESS: the Honourable Roy Romanow 7

FORUM: LOCAL GOVERNMENT AND THE CANADIAN CONSTITUTION

Group I 10
Group II 13
Group III 14

TUESDAY, JUNE 9

ENERGY DISCUSSIONS

Propane Vehicle Grant Program; Municipal Responsibility 19
in Conservation (the Honourable Judy Erola) 20
ENERGY PLENARY: ISSUES, PROBLEMS, SOLUTIONS 21
LUNCHEON ADDRESS: Claude Taylor 28

ENERGY WORKSHOPS

Energy Conservation in Large Urban Centres 29
Energy Concerns in Small Municipalities 35

WEDNESDAY, JUNE 10

RESOLUTIONS PLENARY 41
LUNCHEON ADDRESS: the Honourable Paul Cosgrove 41
INCOMING PRESIDENT'S ADDRESS 43
BANQUET ADDRESS: the Honourable Walter Smishek 44
APPENDIXES
A. Minutes of the Annual General Meeting, Monday, June 8
B. Report of the Task Force on the FCM's Fees and Constitution
C. Questions on the Constitution
D. Board of Directors, 1981-82
E. Resolutions Report

MONDAY, JUNE 8, 1981

PLENARY: OPENING SESSION

The FCM's 44th Annual Conference was officially opened by the Conference Chairman, Mayor L. P. Schneider of Regina. The Honourable C. Irwin McIntosh, Lieutenant-Governor of Saskatchewan, conveyed the Province's greetings to the delegates.

PRESIDENTIAL ADDRESS

MAYOR DENNIS FLYNN

Etobicoke, Ontario

Mayor Flynn reviewed the FCM's activities during the past year; these included meetings with the Honourable Paul Cosgrove seeking a replacement program for the cancelled Community Services Contribution Program; and with the Honourable Robert Kaplan, on gun control and R.C.M.P. costs. Mayor Flynn took part in four FCM presentations to federal Committees: on grants-in-lieu-of-taxes; on the transportation of dangerous goods; on legislation to benefit handicapped persons; and on the proposed recognition of local government in a renewed Canadian Constitution.

On this last subject, Mayor Flynn said that while he is aware that many Canadians, and many municipal politicians, are tired of the prolonged debate on the Constitution, he believed, both from personal concern and on behalf of this organization, that he must continue to speak up for municipalities' gaining their rightful place in the Canadian Constitution.

"The status of municipalities will only be fairly recognized and upgraded if new constitutional arrangements are based on the principle that municipalities should be assigned those powers which experience has shown to be best exercised at the local level."

While the provinces and the federal government operate by majority rule, the Mayor asked delegates to remind the other levels of government constantly that we, too, as leaders of our citizens all across the country, represent the majority of Canadian opinion, and have an equal right to be recognized as a body of government. Mayor Flynn expressed concern for the future of municipal governments and of the Federation itself. Regarding the former, he said, "The business of running a municipality is being made more complex and uncertain because of a fast-diminishing spirit of cooperation by the other levels of government. I am most concerned with the apparent indifference displayed by provincial governments towards municipal governments. As a mayor....I try to provide good services to the community at a reasonable cost." The mayor said he finds his goal frequently frustrated by the programs and policies of the provincial and federal governments, which effectively "raid the pockets of my fellow citizens with hidden taxes on municipal taxes."

As an example, Mayor Flynn cited recent federal and provincial tax increases on petroleum products. In Etobicoke, this necessitated raising another $125,000 in 1981 municipal taxes just to operate the municipality's service vehicles. An increase in provincial health care premiums this year will cost Etobicoke an extra $100,000 to continue this employee benefit.

"It is small wonder," the Mayor continued, "that taxpayers become frustrated by municipal tax increases, a substantial portion of which goes outside the community, and for which they do not receive additional service."

On the topic of the Federation's future, the Mayor pointed out that its effectiveness on a national basis will depend on the members' effectiveness in reorganizing themselves to speak and perform more strongly from a broad base representing municipal governments from coast to coast. In order to make an impression on the other levels of government, and on the public, we must find a way to become one viable and credible voice.

He recommended that delegates give serious consideration to a resolution calling for an extended term of office for the President, starting in 1982, in order to create a higher profile. He also urged all members to take an active role in reorganizing the Federation's structure, and "to help it go forward more actively to promote our shared interests."

FCM REPORTS

1) Advisory Committee on Preventive Policing

Alderman Olivia Butti of Edmonton provided delegates with a resumé of progress in the area of preventive policing since last year's Conference workshops were held. She also described the action plans and activities of the Solicitor General's Advisory Committee on Preventive Policing, on which she is the FCM's official representative.

Alderman Butti said that, while some progress has been made during the past year, there is a continuing concern at the lack of communication and coordination among politicians at all levels, the public, and the various police forces and associations across the country. The Advisory Committee is taking steps to help overcome this problem, and has expressed the hope that the Federation will be willing to lend its active support.

Alderman Butti stated that while no FCM funds have been made available to follow through on some of the proposals from the 1980 workshops, there are regional programs available under the auspices of the Solicitor General's department, which municipalities can use.

As an alternative to the Community Justice Workshops recommended last year, Alderman Butti recommended that each region appoint one person from the Board to work closely with the federal government's Regional Directors to help extend awareness of these programs and to encourage local police forces, officials and associations to cooperate with them.

These FCM regional representatives could meet during Board meetings to discuss progress and new ideas, at no additional cost to the FCM. This recommendation would require approval by the delegates for presentation to the Board of Directors for action after it was approved at the plenary resolutions session.

Several delegates expressed concern at the lack of action on Community Justice Workshops, and stated that such an important priority in all communities from one coast to the other deserves more concrete attention from the Board. They asked that these Workshops be promoted and initiated in each Canadian municipality as unanimously endorsed at last year's workshop in Halifax.

In response to a delegate's question, Alderman Butti said that the Advisory Committee had not yet discussed police strikes and the right to strike, but that she would bring this to the Committee's attention as being both a municipal, and an FCM, concern.

Mayor Larry Schneider, Conference Chairman, pointed out that the Board had discussed this subject and other essential services, including the denial of the right to strike, at its most recent meeting.

Delegates from some communities such as Grande Prairie, Alberta, indicated that they had set up community justice workshops in their own municipalities following the suggestions of the Halifax workshop sessions.

Alderman Butti concluded her presentation with a reminder that it is up to the delegates to determine what route they wish the Board of Directors to take regarding the setting up of Community Justice Workshops.

2) Interim Report by the Chairman of the Task Force on the FCM's Fees and Constitution

Mayor C. J. Purves, Chairman of the Task Force, summarized his 28-page report which had been previously circulated to members and delegates. He added that we need a strong forum at the national level, backed by the resources of a strengthened Secretariat. The Mayor said that in view of the problems facing this country today, this organization can play a most important role in the 1980's, provided that we work together, sharing common goals, regardless of political or other disparities or differences.

Mayor Purves said that a full commitment to the new goals is needed from all concerned. The Board of Directors had already endorsed the principles and recommendations of this report at the start of the Conference. This represented one of the strongest steps taken by this organization in many years. He said that he had committed himself to serve another term as Chairman of the Task Force, and that he believed other members were prepared to make a similar commitment. Mayor Purves, however, did caution delegates that the process of change is not a short one which can be effected overnight.

Both the reports on the Avisory Committee on Policing and Mayor Purves' Interim Report on the restructuring of the Federation were received for information by the delegates.

DELEGATES' LUNCHEON - 12:30 p.m.

THE HONOURABLE ROY ROMANOW
MINISTER OF INTERGOVERNMENTAL AFFAIRS
SASKATCHEWAN

Mr. Romanow addressed his opening remarks to federal-provincial relations in Canada. He noted that over the years since the BNA Act, rules and customs have evolved. He admitted that there have been problems; generally, however, both levels of government have respected the rights of the other. This mutual respect has made the system work, to the envy of many other societies.

He added, however, that recently these rules and customs have come under attack on two main points:

(1) In the area of energy policy, particularly the national energy program, and

(2) In the controversy surrounding patriation and amendment of the Constitution.

Mr. Romanow then dealt briefly with each of these areas. He said that he realized that in Central Canada it is popularly believed that the West is simply being greedy. But, he said, the stark truth is that one-third of Saskatchewan's annual budget -- to build roads and operate schools and hospitals -- comes from resource revenues.

"And resources provide the only real hope for security in the West from the boom-and-bust cycles of an agricultural economy. Whenever the rains fall, as they have this year in some parts of the West, the danger of drought and agricultural disaster reappears, and prairie people become even more determined to build a more stable and diversified economy."

So when western politicians seem preoccupied with resources, one must remember how important those resources are to their economies, and how hard they had to fight to get ownership and control. Mr. Romanow added that for more than forty years, from 1930 to the mid-70's, co-operative federalism worked. The provinces controlled rates of production and levied certain taxes, while the federal government confined itself to taxes on corporate profits. The agreement worked well, with only occasional grumbling. The reason why that understanding has fallen apart, he said, is not because of any failure in negotiations, but because the federal government has unilaterally broken the well-understood bargain:

> "First, the right of the provinces to regulate production was successfully challenged by the resource companies in the Supreme Court. The federal government intervened on the side of the companies.
>
> Second, the understanding on taxation fields was unilaterally changed when Ottawa entered provincial territory with new taxes on production and export of natural resources."

> Third, the federal government has started setting the price at which oil and gas can be sold. They do not do this for electric power from Ontario and Quebec."

What should disturb all Canadians, apart from the economic effects, he said, is the growing belief in Western Canada that federal policies are aimed against their region, in favour of Central Canada.

Speaking on the constitutional process and the amending formula, the Minister's message to the municipalities was succinct:

"This is my objection....entrenching the status and role of municipalities might well introduce an undesirable uniformity in a nation with a multitude of different kinds of towns and villages", the Minister said. "...What is appropriate in New Brunswick or Ontario or Alberta may not be appropriate for Saskatchewan. What is best for Hamilton or Fredericton probably wouldn't work in Swift Current or North Battleford. Local conditions in all provinces are all varied, and the levels of decision-making power and responsibility given to municipalities must suit their own environment and circumstances."

Mr. Romanow concluded, "My point here, and throughout my speech, has been the need for flexibility and for on-going discussion. The Canada we have built together is uniquely adapted to changing circumstances and diverse peoples. The worst thing that could happen would be to replace that tradition of cooperation with a set of rigid rules and a concentration of power at the centre. That is the danger I see before us."

FORUM: LOCAL GOVERNMENT AND THE CANADIAN CONSTITUTION

Mayor Jean Pelletier and Mayor C. J. Purves co-chaired the Forum and plenary session on the Constitution. The primary topic was what effects a new Constitution, Charter of Rights and amending formula would have on municipalities. Mayor Pelletier advised the delegates that even though we are still awaiting a decision from the Supreme Court of Canada, we must plan for tomorrow and be prepared to participate actively in future debate.

He and Mayor Purves devised a series of relevant questions (Appendix C) designed to promote serious thought and debate among delegates and linking the role of local governments to the Constitution, and to the other levels of government within a renewed Constitution.

Delegates then divided into three groups for discussion. The findings of each group were reported to the plenary by its chairman.

Group I

Mayor Daniel Brownlow reported that his group experienced some frustration in coming to grips with the intent of the questions, mainly because they were so closely interrelated. Consequently, he could offer only broad suggestions to the Regional Committees for future discussion.

The consensus was that the Federation must still decide what its goals are (regarding the Constitution), develop an appropriate strategy, and market those goals wherever and whenever it could. We need a good product, but we also need sound marketing techniques to get our product across to the public and to the other levels of government.

Alderman Doreen Lawson, who served as the recorder for this group, listed a number of pertinent points raised by the delegates. She observed that, since some of the remarks are contradictory, it is necessary for us to define our municipal position before we approach the other governments. Some of the things we must do are to continue lobbying the federal government; to try improving federal-municipal dialogue in those areas which involve a transfer of funds; to invite federal and provincial officials to attend Council meetings; to communicate the FCM's goals to non-members and to request that the federal Department of Urban Affairs be re-established to serve both the FCM and provincial departments of Urban Affairs.

This last suggestion was not unanimously approved. An opposing view was put forward, urging that the chain of command move from the municipalities through the provinces to the federal level, and in some instances, even with the provinces to the federal government.

On the subject of legislative autonomies for municipalities under a continued exclusive provincial domination (Question 3), Mayor Brownlow's group decided that fiscal sharing arrangements are preferable over transfer grants from the provinces. Municipal consultation regarding projected changes in fiscal arrangements at either of the other two levels should also be insisted upon.

Some delegates believed that municipalities are the only bodies which have a direct channel to the federal government. In their view, municipalities cannot depend on the provinces to react to federal programs which do not affect them directly, but which may have serious consequences for local governments. Municipal jurisdictions must be given provincial recognition in the form of sufficient resources to carry out their assigned responsibilities. One delegate said:

"We must sustain the Federation's effort to entrench the municipalities in the Constitution (Question 5) once we have a strategy for such action in place. We must be prepared to go so far as to take our case to the courts."

Other points stressed were:

- the Federation must develop programs applicable to all municipalities;

- we should study the tactics of professional lobbyists in order to improve our own strategies; and

- when the provincial governments are making a presentation to the federal government which might affect its municipalities, the FCM could offer its research services to the government concerned on behalf of its municipalities.

Group II

Mayor Noël Murphy of Corner Brook, Newfoundland, chaired the second group. He said that the most significant result of his group's consideration of the nine questions was a resolution moved by Mayor Michael Harcourt of Vancouver. In summary, it states:

> Using the background information and documentation already compiled for the Federation by experts, the Executive Committee should prepare a list of the services and functions which can best be performed by municipalities. This list could be distributed three or four months before the Annual Conference to all members in order to permit them to prepare for debate during the 1982 Ottawa meetings.

Mayor Harcourt suggested, in making the motion, that there is a range of services which municipalities perform best -- in housing, some social services, energy programs, economic strategy, etc. "Further, it would better arm us for talks with the other levels and help make an impact on them" the Mayor added.

Mayor Marion Dewar amended the motion by adding the clause "to identify those weaknesses in the municipal revenue base which makes it difficult or even impossible to perform those functions or services." A list of services/ functions should be prepared, with an accompanying inventory of changes in fiscal relationships needed in order to carry them out.

The amended resolution was passed unanimously by his group, Mayor Murphy told the plenary. He said that this motion, if passed by the entire Assembly, would provide a basis for the direction(s) the FCM should be taking, and he urged the delegates to support it unanimously.

Group III

Councillor D. A. Yanofsky, who chaired the third group, said that the points raised by his well-attended meeting caused him personal concern. Far too few members present seemed to know what the Federation stands for, or has done in the past in the area of the Constitution and on other topics. Even though many delegates may be attending their first FCM Conference, it is still a startling discovery.

His group experienced frustration, too, in trying to come up with solutions to problems which other levels of government have been arguing about for years. A motion was introduced during this group's discussion to consider the concept of a constituent assembly, should the Supreme Court of Canada vote against the federal government's constitutional resolution. This motion was narrowly defeated.

Councillor Yanofsky said that the main message from the discussion seemed to be a lack of strong public relations, of adequate publicity, not only between us and the public and other governments, but among ourselves.

Councillor Yanofsky said that concern had been expressed about the disposition of those resolutions approved in Halifax last year and forwarded to the Board of Directors for final decision. Some delegates believed that there should have been a report prepared for presentation at this year's Conference to ensure that everyone was aware of what follow-up action had been taken.

Councillor Yanofsky said that the most relevant and significant question at this time seems to be number 9, which deals with the FCM's role in intergovernmental affairs. Everyone agreed that it should be a more positive one -- the development of policies and strategies on how to proceed (regardless of the Supreme Court's decision) and the active implementation of these policies.

Following the presentation of the three reports, Mayor C. Purves addressed the delegates. He said that after listening to the delegates' complaints, he concluded that the majority of them expect a great deal from the Executive and Board of Directors at FCM conferences. The Constitution was on this year's Agenda because delegates had so directed the Board at last year's Conference.

Mayor Purves agreed that the resolution from Mayor Murphy's group seemed like a good one. But he asked, "How many of you are prepared to go home and prepare for the

Executive Committee your own thoughts on this particular question? If we pass motions like these, then we must go home and do our homework."

He agreed that new members were at a disadvantage as far as knowing what has been done to date. Some steps would be taken in the future to ensure that newly-elected members were advised of the FCM's positions on relevant matters. For the benefit of new members, Mayor Purves also reviewed the eleven-point position of the Federation regarding municipalities and the Constitution.

Some delegates expressed discontent at the Federation's continuing quest for local government recognition in the Constitution. They felt that neither federal nor provincial politicians are going to give in to municipal interests, particularly when it affects their own powers. Municipal organizations can better utilize their time and resources fighting for fiscal equality with the provinces, and for obtaining more federal assistance where needed, rather than looking for a place in the constitutional sun.

Delegates who agreed with the co-Chairmen thought that we should first approach our constituents and not the other levels of government. If we don't inform our citizens as to what we want, and secure their support, we will never succeed in convincing other levels of government. One delegate, using Indian and Inuit organizations as an example, said that these groups are making progress because they are unified under strong leadership. This is what the Federation needs, strong leadership on the Executive and Board, and a unified membership willing to do some of the work.

Mayor Harcourt again presented his motion (reported on page 13), seconded by Mayor Paul Trépanier of Granby, that the Executive put together a well thought-out proposal for debate by delegates and later by federal and provincial people, on what municipalities can do best. The motion was passed, as was a motion by Alderman John Nunziata, seconded by Alderman A. Mandarano (both from the Borough of York), that the report on these proceedings (including individual reports from the three Chairmen) be forwarded to the Executive Committee, to the Board of Directors, and to the Regional Committees for further discussion.

TUESDAY, JUNE 9, 1981

ENERGY DISCUSSIONS

HON. JUDY EROLA
MINISTER OF STATE FOR MINES

The Minister announced at the Conference that Ottawa will provide a grant of $400 to everyone owning a propane-powered farm or commercial vehicle, new or converted. In the keynote address on energy, Mrs. Erola expanded on details of the Propane Vehicle Grant Program initially mentioned in the October 1980 federal budget. Mrs. Erola said that since there are 30,000 municipal vehicles across Canada, municipal governments could be the primary beneficiaries in costs and fuel savings, and could at the same time set an example for their citizens. The $36 million, five-year program will also apply to diesel-powered vehicles which are converted to mixed-diesel propane systems. The taxable grants will be made available through the federal Canadian Oil Substitution Program.

The average cost of conversion of a gas-powered vehicle will be $1,000 but, as the Minister noted, the resulting savings of approximately $800 yearly together with the $400 federal grant will mean almost total cost recovery in the first year.

Mrs. Erola pointed out some of the advantages of using propane besides a lowered fuel bill: an extension to the life of the engine; a reduction in maintenance costs; and a clean-burning, non-polluting and safe product.

Municipal Responsibility in Conservation

Speaking more generally, Mrs. Erola noted that municipalities have the capacity to influence the use and conservation of energy in their own jurisdictions. "Through the role of local government in planning and development, zoning, building standards and other regulatory areas," she said, "long-term energy efficiency can be improved in many ways." She cited the cities of Brampton (Ontario), Vancouver, Edmonton, and Oromocto (New Brunswick), as examples of communities which had implemented creative energy-saving techniques.

The Minister referred to the recently-announced Municipal Energy Management Program, which will provide approximately $20 million to assist Canadian communities to employ full-time energy managers. The communities will pay the managers' salaries after the first year. As well as improving energy management in municipal buildings, in vehicles, in maintenance equipment, in street lighting, etc., the energy managers will be expected to examine the regulations controlling services, by-laws and planning from the viewpoint of conservation. The managers will also be available for consultation with community organizations.

The program is scheduled to begin upon completion of negotiations with the provincial governments.

Mrs. Erola concluded that "municipalities have an important role to play in bringing about a successful transition to reduced energy consumption."

ENERGY PLENARY: ISSUES, PROBLEMS, SOLUTIONS

CHAIRMAN: MAYOR DENNIS FLYNN

FREDERICK GORBET
Director of Long-Term Cooperation
and Policy, International Energy
Agency, Organization for Economic
Cooperation and Development,
Paris

Structural Change and Structural Adjustment

The chief speaker for this plenary following Mrs. Erola's address was Frederick Gorbet, an international energy expert who predicted that there are difficult times ahead, particularly for Western nations, in the pursuit of reasonably-priced energy sources. He said that during the next ten years, the threat of oil crises similar to those of 1973 and 1979 will always be present. Disruption of oil supplies in the Middle East, the source of much of the industrialized world's oil, is a real threat because of political instability and frequent wars in the region.

Mr. Gorbet explained briefly what the International Energy Agency is. Its objectives are really twofold, and are reflected in the types of programs it runs.

The first objective is to protect the industrialized community against any future disruptions of oil supplies on the scale that occurred in 1973-1974. It is, in effect, an oil sharing system for periods of shortfall.

The second objective is to work over the longer term to help in a concerted way individual countries which belong to the Agency to reduce their dependence on oil, and thereby to reduce their vulnerability to both disruptions and to the kinds of economic dislocations that were experienced through massive oil price increases in 1973 and 1974, and again in 1979 and 1980. This latter function, which involves the analysis and review on an annual basis of the policies and programs of each of the member countries of the Agency, is Mr. Gorbet's responsibility.

Mr. Gorbet went on to say that we are now in the midst of a fundamental process of structural adjustment in the energy systems of industrialized countries. How that structural adjustment is managed, how the changes that it will imply are reacted to and absorbed at the national level, at the international level and indeed at the local level will be fundamental in determining such factors as the degree to which we can meet social objectives--but even more fundamentally, it will have a profound influence on the relations among nations, upon world security, upon geo-political relationships, and, in its starkest form, on the possibilities and potential for conflict.

Mr. Gorbet explained that structural change is making changes necessary in the way we use, transform, and produce energy in order to reduce our dependence upon oil on a lasting and continuing basis.

Energy use will continue to expand, but oil use will probably drop from the current 35 billion barrels daily to 28 billion. Nuclear power and coal will, in Mr. Gorbet's opinion, be the major alternative to oil, with natural gas, synthetic fuels and renewable sources such as solar power making up the balance.

JOHN MATTHEW
Vice-President,
Power Systems Programs,
Ontario Hydro, Toronto

Hydraulic and Nuclear Resources

Mr. Matthew talked about hydraulic and nuclear sources -- the harnessing of our rivers and uranium sources to produce energy needs.

Canada is an international leader in both hydroelectric and nuclear energy technology, exporting engineering expertise and equipment world-wide. Ontario has just announced an initiative to encourage private and municipal development of small hydraulic sites capable of providing electricity to supply communities of 1500 people. He said that such projects, while small, are not cheap, but they are reliable and inflation-proof as long as provincial governments tightly control charges to consumers for water.

On the subject of nuclear energy, Mr. Matthew stated that here again Canada is a world leader in technology.

Last year, four Candu reactors topped the international performance list for reliable production of electricity -- and on a lifetime basis, we have six of the top eight out of 100 reactors around the world. He referred to two other processes using electricity which may provide opportunities for municipal involvement, and which could be important in Canada's energy future. They are electrolysis, which uses electricity from steam by fossil fire or nuclear reactor, as a separate heat source at an attractive cost. Ontario is studying its possible use for district heating (garbage burning) in fish farming, market gardening and in industry.

Mr. Matthew added that the main impact of use of electricity on municipalities will arise from the extent to which it replaces oil in home heating, urban transportation and industrial processes.

DR. M. P. BACHINSKI
Chairman of the National Research
Council Advisory Committee on Fusion-
Related Research; President, MPB
Technologies, Inc., Montreal, Quebec.

Prospects for Fusion

Dr. Bachinski described nuclear fusion as an important potential energy source for Canada's future and as a major solution to the world's energy problems for centuries to come. Simply stated, nuclear fusion is the energy process of the sun and the stars. Fuel for fusion is abundantly available from water resources. It releases a million times more energy than a comparable weight of coal or oil.

The drawback to mass production of fusion fuel at this time is the cost of the high-powered equipment and materials needed for the power plants, as well as construction and maintenance costs. Even though fusion fuel is less expensive than are fossil or nuclear fission fuels, until we have high reliability, low-cost equipment for fusion systems, fusion fuel will not be able to compete effectively with existing fossil-fuel plants.

Controlled fusion is, nevertheless, a vigorously pursued new energy concept. Some of the programs devoted to this type of energy are in the phase of attaining near-reactor parameters and elaborating the basic engineering means for reactor construction.

The reason for this research and effort is based on the belief that fusion holds the promise of an inexhaustible energy supply from a universally available fuel through a process that is relatively harmless to the environment.

In Canada, a major committment has been made by the federal government and Hydro-Quebec for the construction of a magnetic fusion national facility. A decision, at the national level has yet to be taken on other projects being advocated as essential components of a national fusion program. Meanwhile, fusion research and development remains high on the list of the priorities of the National Research Council of Canada and decisions on those other areas can be expected in due course.

HANS MACIEJ
Technical Director,
Canadian Petroleum Association,
Calgary, Alberta

The Petroleum Industry's Development and Activities

Mr. Maciej highlighted some of the activities taking place in the petroleum industry today. He also spoke against the federal government for introducing its National Energy Program. He said that only a year ago, the Canadian petroleum industry was ready for expenditures and activities that would take Canada off the world market and make the country secure and self-sufficient in oil by the 1990's. However, the National Energy Program has reversed that, and instead of "clearing the tracks for growth put the brakes on the industry." In the past few years, the high level of petroleum industry activity carried an otherwise slack economy, and was expected to provide further dynamism in the economy of the 1980's. These forecasts are now being revised downwards. Mr. Maciej said that, for the second time in seven years, we find ourselves in an energy war. It took four years to restore operations to full strength after the last one.

Speaking as an economist, Mr. Maciej said that maintaining unrealistically low domestic energy prices doesn't make much sense, particularly when we consider that we are dealing with non-renewable resources.

GARNET T. PAGE
President,
The Coal Association of Canada, Calgary, Alberta

Coal's Contribution to Canada's Energy Future

Mr. Page described the potential of coal as an energy source, and the related problems of extensive use. Coal is capable of supplying a high proportion of the world's future energy needs. Even under moderate economic growth assumptions, it may have to supply between one-half to two-thirds of the additional energy needed by the world in the next 20 years.

Canada possesses 474 billion tons of coal resources, about 97 per cent of which are located in the western provinces. Of this total, 50 billion tons are deemed economically redeemable. At the present rate of consumption, these reserves should last well over the next ten centuries.

A major concern facing the Coal Association and the industry is the transportation of coal within the country. By 1985, railway facilities will no longer have the necessary capacity to move the increased amounts of coal. Mr. Page said that it is up to the federal government to take the initiative in improving the system by updating the current Crowsnest Agreement, which is costing the railways billions of dollars in forced subsidization of grain shipments at the 1977 rates. This agreement is threatening to deprive the railways of their ability to expand at a critical moment in Canada's export history.

DELEGATES' LUNCHEON: 12:30 p.m.

CLAUDE TAYLOR
President and Chief Executive Officer,
Air Canada

Energy Issues and Canadian Airlines

Rising energy costs are changing flight and ground routines in the airline industry, Mr. Taylor told his audience during the delegates' luncheon on Tuesday, June 9. Because of these rising costs and subsequent decrease in the number of passengers and freight, Air Canada may have to introduce flight cutbacks, and discontinue some services to passengers. He said that because of growing pressures from inflationary prices, air travellers will have to demonstrate that they need a regularly scheduled service on a national basis.

"The major impact of the fuel price crisis is on the prices charged at the ticket counter and in the ever rising threshold of traffic which must be reached to justify airline service."

Mr. Taylor explained that over the last nine years, fuel for airlines has jumped from 10 per cent of the company's budget to about 30 per cent of the budget. "In 1972, the fuel bill was $58 million; in 1980, it was $428 million."

Basic services to communities dependent on air services, like those in the Northwest Territories, the Yukon, and Labrador would not be affected. Mr. Taylor said that any cutbacks will apply to short-haul, high-density urban areas.

While he couldn't speak optimistically on energy costs, Mr. Taylor said he could be optimistic about service standards and quality control of services. "Quality control and unremitting pressure to find gains in productivity of money, machines and people are the airline's response to the crisis of energy costs," Mr. Taylor added. "The customer may have to pay more, but will get no less for the money spent if we can help it."

ENERGY WORKSHOPS

Energy Solutions

Following the plenary discussions on energy, delegates took part in two concurrent energy workshops focussing on practical solutions to municipalities' energy problems.

ENERGY CONSERVATION IN LARGE URBAN CENTRES

CHAIRMAN: COUNCILLOR AL DUCHARME
Winnipeg

Panelists' Comments

AVRUM REGENSTREIF
Assistant General Manager,
Edmonton Planning Department

Mr. Regenstreif presented an overview of energy uses in Canada with the long-range implications for our present standard of living, within the fiscal and electoral restraints facing municipal officials.

He quoted statistics to show that Canada, compared to other countries in the Organization for Economic Cooperation and Development, with which we must compete in many economic sectors, has been doing, and is doing, very poorly. For years, North Americans have been using energy as if it were virtually free and inexhaustible.

He suggested that large-scale measures for energy conservation in urban areas can provide an important means of achieving substantial long-term savings in energy costs, and in improved efficiency, particularly in those areas with a high per capita use and severe seasonal climatic conditions. One of the most important means of achieving energy efficiency, in Mr. Regenstrief's view, is by introducing district heating in large urban centres on a graduated basis. While installation costs for new developments are high, as are infrastructure costs in existing areas, Mr. Regenstrief pointed out that more emphasis must be placed on such necessary large scale investments in order to conserve fossil fuel energy in the long term.

ALAN E. TOOLE
Chief of Mechanical Engineering,
Built Works Department,
Public Works Canada, Ottawa.

Mr. Toole dwelt on the merits of district heating in future energy crises. He defined it as "the provision of heat from a central source for heating apartments, houses, commercial establishments, industries, etc., by means of a heat distribution system (steam or hot water) to which anyone within the geographical limits can be connected."

The benefits to be derived from district heating: protection of the environment; optimum use of individual building space; savings in operating labour; more efficient electrical power generation when combined with district heating; and utilization of energy from solid waste heat recovery incinerator plants.

Mr. Toole noted, however, that there is one primary disadvantage: the high cost of implementing a distribution system. This cost can be partially offset by intelligent planning, such as combining distribution systems with other services in a tunnel. He explained that Canada could become a viable user of district heating if we had increased thermal efficiency; a resolution of landfill site problems and high solid waste handling costs; and a look at using fuels other than natural gas, where this is scarce, as in the Maritimes. District heating can be a reliable and efficient means of attacking heat problems, Mr. Toole said, provided you have some of the main ingredients now working for you.

R. R. BELTON
Commercial Superintendent of Utilization and Conservation,
Saskatchewan Power Corporation

Mr. Belton told delegates about the problems facing all electrical and natural gas utilities. Right now, he said, most utility companies in Canada are faced with expensive construction and upgrading programs in order to maintain adequat service to their customers. But conservation in energy use by the consumer can reduce the need to expand. "Energy conservatio today is the least expensive source of energy tomorrow", he said "Energy that is not consumed becomes a future source at today's low costs."

He stressed the importance to those municipalities which have their own utilities of introducing conservation methods if they have not already done so, and urged municipalities as a whole to set an example for their citizens. He cited the Saskatchewan Power Corporation's active participation in energy conservation programs as an excellent example for municipalities to follow.

MICHEL MERCIER
Director of the Electrical Division,
Quebec City, Quebec.

Mr. Mercier described in detail the many steps taken by his city to reduce energy use. Mr. Mercier's presentation included slides, graphs, photos, and substantive cost-benefit statistics.

Mr. Mercier provided some background information on his city's involvement in energy conservation projects, and on the composition of the Energy Conservation Committee. Membership includes representatives from the departments of Public Works, Planning and Development, Public Roads and Traffic. Mayor Pelletier is Chairman *ex officio*.

Some of the changes introduced to cut energy use are:

- replacing municipal trucks with ones having smaller engines and providing the police department with smaller cars;
- using response-activated traffic signals for emergency vehicles, thus cutting the response time almost in half;
- thermostatic monitoring of municipal buildings;
- improving window glazing in municipal buildings;
- replacing of street lighting with high pressure sodium-type light bulbs and changing the spacing between new light posts;
- introducing solid waste heat generation, and the subsequent sale of some of this heat to a nearby industry; and
- experimenting, in the field of planning, with a variety of layouts for new housing subdivisions, such as zero lot lines; etc.

During the question period which followed, Councillor Ducharme said that the consensus of the panel and the delegates seemed to be that the public needs education in energy conservation, with the emphasis on school programs.

Recommendation:

In his report to the wrap-up plenary session on energy, Councillor Ducharme presented the following recommendation:

That the Board of Directors of the Federation of Canadian Municipalities instruct its staff to, through consultation with the FCM membership:

1) determine where the leadership for establishment of an energy committee originated. (Was it done from the elected body or was it staff-oriented?)

2) determine the composition of Energy Management Committees. (Are they comprised of staff, of elected officials, or a combination of both?)

3) examine programs for energy conservation. (Are they established as a matter of policy or are they topical responses to the issues of the day?)

4) compare various legislations regarding energy conservation across Canada. (For example, has a comparison been made of the various provincial programs, and how they relate from province to province? Do conservation techniques increase assessments on buildings?)

5) investigate funding sources for energy programs. (What financial assistance is available to the communities from provincial, federal, and other sources?)

Councillor Ducharme said that this information, when compiled, will enable municipalities to formulate further energy response structures and policies.

ENERGY CONCERNS IN SMALL MUNICIPALITIES

CHAIRMAN: MAYOR E. J. BRADY
Carlyle, Saskatchewan

This workshop focussed on energy problems and solutions in Canada's smaller-sized communities and rural areas. Mayor Brady summarized the various speeches presented.

MR. ROBERT E. BAUMGARDNER
Decision Support Systems,
Public Technology Inc. (PTI) Washington, D.C.

Mr. Baumgardner described the functions of PTI, which is the non-profit technical arm of the National League of Cities. He commented briefly on his company's involvement with some 150 municipalities, including seven Canadian ones, in energy management techniques.

In the matter of fleet operations, he referred to a "low-cost technology", a computer-based package for fleet management shortly to be available for use by small municipalities (approximately $1,500 U.S. per unit).

Mr. Baumgardner said his firm's activities in energy conservation had pinpointed four necessary principles:

- council leadership is vital for visible results;
- municipal governments need to be realistic both in their objectives and their proposals;

- excessive data collection can prove to be a considerable waste of effort, time and money; and
- the need to be creative in the use of resources, funding and available local expertise is of the utmost importance.

LOUISE LANDRY
Energy Conservation Coordinator,
Fredericton, New Brunswick

In describing her city's energy management and conservation program, Miss Landry stressed the need for strong Council support and citizen participation.

Fredericton's program is carried out by a Steering Committee, and five Working Committees dealing with municipal buildings, program monitoring, the study of renewable forms of energy, recycling, and promotion. Another committee dealing with retrofits conducted a ten-week series of energy seminars.

She noted that their school district had its own Task Force and stressed early appreciation by young students of the need for energy conservation.

Miss Landry also stressed the citizen-orientation basis of Fredericton's program, and emphasized the need for information exchange between communities currently involved in energy management.

MAYOR TEX MOWATT
Nelson, British Columbia

Mr. Mowatt described his community's energy generating projects, noting that surpluses were fed into the area grid. He believes that an FCM resolution should go forward to the provincial and federal governments supporting low-cost loans so that local governments can develop their own energy supplies and sources to tie into a total system within the municipalities.

He said that the system of taxation works better at the municipal level for small efficient hydro operations. "Surely it is not logical or practical to have all our 'energy eggs in one basket'...I think we should be working hand in hand with the larger operations so that they are developing the technology, even if its through a taxation system from the muncipalities," he concluded.

DON MCCURDY
Program Coordinator,
Energy Conservation Department,
Ontario Hydro

Mr. McCurdy referred to the extensive program of Ontario Hydro in conservation areas. With the cooperation of its customers in all areas of consumption, commercial, residential, etc., Ontario Hydro will initiate a new Residence Energy Advisory Program in September 1981. This will assist in the completion of a residential energy audit, and will provide financial assistance for retrofitting.

He mentioned Ontario Hydro's information program (sponsored jointly with the province), for municipal officials on how to conserve energy and reduce energy expenditures without making cutbacks in essential services.

Mr. McCurdy believed that municipalities should employ an energy coordinator. They should also look at areas within their own spheres of influence dealing with transportation, street lighting, waste, and building codes as well as their official plans. But he advised against duplication of effort, not only among communities, but at federal and provincial levels, also.

Mayor Brady noted that the question period following the panel presentations pinpointed some problems in specific areas, and brought to light new projects initiated in other areas. Here are some of the comments made by delegates and panelists:

1. Excessive data collection can be avoided by endeavouring to keep in correct focus those areas in which quick and visible paybacks will occur.

2. Parkdale, P.E.I., is initiating a non-polluting waste recovery (garbage burning) program which will generate sufficient steam to heat their new hospital.

3. Areas in northern Canada have special problems because of extremely high costs. Consequently, they require full cost-recovery for energy generation. Under-utilization of power generation facilities is a complication.

4. Too much emphasis was placed on new technology in the plenary session at the expense of information and assistance in the area of conservation. There seems to be a basic absence of good advice on energy conservation. Mr. McCurdy responded that there was, in fact, ample expertise available in the private sector but at a price.

5. Changes in fuels consumed in existing heating units were frequently introduced without sufficient attention to system designs.

6. Lethbridge, Alberta, will shortly introduce pyrolysis -- a multi-purpose garbage burning unit. It will be constructed at a cost of two and a half million dollars, with a payback time of five years.

WEDNESDAY, JUNE 10, 1981

RESOLUTIONS PLENARY

RESOLUTIONS COMMITTEE CHAIRMAN: MAYOR C. W. MCDONALD
Pierrefonds

Thirty-one resolutions were considered by the delegates during the two plenary sessions on Wednesday afternoon and Thursday morning. Nine were introduced directly from the floor of the Conference. Twenty-six resolutions were approved, some with amendments, for submission to the federal government. One resolution (No. 7 in the blue Conference Resolution book) regarding municipal grants in lieu of taxes, received unanimous endorsation. (A copy of the Conference Resolutions Report is attached as Appendix E).

DELEGATES' LUNCHEON: 12:30 p.m.

HON. PAUL COSGROVE
MINISTER RESPONSIBLE FOR THE CENTRAL MORTGAGE AND HOUSING CORPORATION

"...local government is deserving of, and warrants a more secure place in the Constitution and a better share of tax resources to carry out its responsibilities."

Mr. Cosgrove, one of the Conference's luncheon speakers expressed this view in his address on the role of governments. He said that governments working together can best serve Canadians, and encouraged the FCM to continue its quest for a voice in the constitutional debate.

He reminded delegates that the resolution now before the Supreme Court of Canada does not deal with intergovernmental relationships, but only proposes the first steps of patriation, and a Bill of Rights for Canadians. Discussions will continue on the issue of new governmental relationships and the division of powers among all three levels.

Mr. Cosgrove added that he is prepared to support the municipal position, both among his own collegues in the Cabinet, and in discussions with the provinces. He urged the Federation and its individual members to continue to apply pressure to the provincial governments.

Mr. Cosgrove further suggested that the FCM as a group become more involved in the current discussions on federal-provincial fiscal arrangements, because, as he pointed out, the efforts of provinces to secure greater responsibility for some programs could be accomplished at the expense of local governments.

Mr. Cosgrove concluded with a re-affirmation of his "support for a heightened role for municipal government both in the constitutional and fiscal areas. I remain optimistic that, with continued patience, perseverance and the opportunity for ongoing give-and-take of different points of view between people of good will at all levels of government, the future for Canadians is bright", the Minister said.

INCOMING PRESIDENT'S ADDRESS

MAYOR DANIEL BROWNLOW

Dartmouth

Mayor Brownlow, elected to head the Federation for the coming year, told the delegates that during his term of office he intends to address head on those areas of concern -- both internal and external -- which were stressed throughout the Conference. Priority will be given to the complaint about the lack of communication within the Federation itself, and between it and the other levels of government.

Mayor Brownlow said that he feels optimistic about the future, especially since we have taken positive action in approving the Task Force Report on the FCM's structure and the proposed amendments to the By-Laws.

"I believe that the worth and viability of an organization can be measured in direct proportion to the efforts made by, and the dedication of, its members," the Mayor said. "I am confident that there is now a renewed sense of direction within the Federation which, with the goodwill and support of its members and friends, will bring about the actions so necessary to meet the needs and aspirations of all Canadians."

BANQUET: 7:30 p.m.

HON. WALTER SMISHEK
MINISTER OF URBAN AFFAIRS
SASKATCHEWAN

Mr. Smishek described the responsibilities of his province's Urban Affairs Department, and the state of municipal affairs in general in his province.

In Saskatchewan, the government is trying to bring about fiscal autonomy for its municipalities through a series of revenue-sharing projects. The program provides grants, mainly unconditional, to local governments for administrative purposes.

In 1979, revenue sharing was entrenched in provincial legislation, and a form of indexing grants was added to four tax bases; personal income tax; corporate income tax; gasoline tax and provincial sales tax.

The formula for revenue-sharing itself, the Minister said, is somewhat complicated. It consists of a basic grant, a per capita grant and a foundation grant to determine the amount of money to be transferred to the individual local governments.

In 1981, local governments will receive an average of $82.00 per capita for unconditional spending, except for that portion intended for protection and recreation services. In addition, Mr. Smishek explained, a community capital fund gives small municipalities a lump sum grant of $100 per capita, and larger municipalities (over 5,000 population) $20 per capita. There are also unconditional grants available for water and sewer facilities.

Mr. Smishek also described the positive relationship that exists between the Saskatchewan government and the municipalities of that province.

The Conference was officially adjourned at noon on Thursday, June 11, following the second Resolutions Plenary.

APPENDICES

FEDERATION OF CANADIAN MUNICIPALITIES

ANNUAL GENERAL MEETING

JUNE 8, 1981

On convening the Annual General Meeting, Mayor Flynn asked for the report of the Executive Director, Glenys Parry, on the year's activities.

GLENYS PARRY

"Mr. President, Mr. Chairman, members of the Federation. You have all received a copy of my report several weeks ago and at the President's request I don't propose to read the report. I would simply like to respond to any questions you might have on its content and to take this opportunity to thank the members of the Federation's Executive Committee and the National Board of Directors for their help to me during the past year. Also, to my very capable and dedicated staff which has worked very hard to make this conference a success and to the City of Regina's Conference Liaison co-ordinator, Diana Brown, and also Dick Wankling of SUMA who has been a great help to us in preparing our program.

J'espère sincèrement que tous les délégués présents au 44ième conférence y trouveront une tribune intéressante et valable.

Ladies and Gentlemen, if you have no questions, concerning my report, I would call for a motion for its acceptance."

It was
Moved and
Seconded

THAT THE REPORT OF THE EXECUTIVE DIRECTOR BE ADOPTED

CARRIED

Mayor Flynn then called on Glenys Parry for the presentation of the financial report.

GLENYS PARRY

"You all have a copy of our financial statements from which you will see that our situation remains healthy and should, we hope, permit us to provide an increased range of services to our members in the coming year.

If there are no questions, I would appreciate a motion for the acceptance of the report."

FEDERATION CANADIENNE DES MUNICIPALITES

ASSEMBLEE GENERALE ANNUELLE

LE 8 JUIN 1981

Le maire Flynn ouvre l'assemblée générale annuelle et demande au directeur général, Glenys Parry, de présenter le rapport des activités de l'année.

GLENYS PARRY

"Monsieur le président de la Fédération, Monsieur le président de l'assemblée, membres de la Fédération. Vous avez tous reçu une copie de mon rapport il y a quelques semaines et, à la demande du président, je n'en donnerai pas lecture. Je répondrai simplement aux questions que vous aimerez poser sur son contenu, et je profiterai de cette occasion pour remercier les membres du Comité de direction et du Conseil national d'administration de l'aide qu'ils m'ont apportée au cours de l'année écoulée. Je désire aussi exprimer ma gratitude à mon personnel très compétent et dévoué qui a travaillé sans compter pour faire un succès de ce congrès. Je remercie aussi Diana Brown, agent de liaison et coordonnatrice pour le congrès, de la ville de Regina, et Dick Wankling, de la SUMA, qui nous ont considérablement aidés à élaborer notre programme.

J'espère sincèrement que tous les délégués présents au 44ième congrès y trouveront une tribune intéressante et valable.

Mesdames et messieurs, si vous n'avez pas de questions à poser, je demanderais qu'on propose l'acceptation du rapport."

Une personne propose,
appuyée par une autre,

QUE LE RAPPORT DU DIRECTEUR GENERAL SOIT ADOPTE.

ADOPTEE

Le maire Flynn demande alors à Glenys Parry de présenter le rapport financier.

GLENYS PARRY

"D'après la copie de nos états financiers que vous avez en main, vous pouvez constater que notre situation demeure saine et devrait, nous l'espérons, nous permettre de fournir une plus vaste gamme de services à nos membres au cours de l'année qui vient.

Si vous n'avez pas de questions à poser, j'aimerais qu'on propose l'acceptation du rapport."

SUR UNE MOTION DE L'ECHEVIN VALARDO, APPUYEE PAR LE MAIRE SCHNEIDER, IL EST PROPOSE D'ADOPTER LE RAPPORT FINANCIER.

ADOPTEE

ON A MOTION BY ALDERMAN VALARDO, SECONDED BY MAYOR SCHNEIDER, IT WAS PROPOSED THAT THE FINANCIAL REPORT BE ADOPTED.

CARRIED

Mayor Flynn then requested that a motion be entertained for the re-appointment of the Federation's auditors Séguin/Maheu, Noiseux, Roy.

ON A MOTION BY MAYOR PELLETIER, SECONDED BY MAYOR BERNIER, IT WAS PROPOSED THAT SEGUIN/MAHEU, NOISEUX, ROY BE APPOINTED AS THE FEDERATION'S AUDITORS FOR 1981-1982.

CARRIED

Several resolutions requesting amendments to the Federation's By-Laws were introduced.

ON A MOTION BY MAYOR BERNARD LANG, SECONDED BY ALDERMAN HELEN BOYCE, IT WAS PROPOSED THAT ARTICLE III, SECTION 2 OF THE FEDERATION'S BY-LAWS BE AMENDED TO READ:

The President, the first Vice President, the second Vice President, and the third Vice President shall be elected from amongst the representatives of Municipal members present at the Annual General Meeting of the members of the Federation and shall hold office until the next Annual General Meeting or until a successor is elected or appointed. An incumbent President, first Vice President, second Vice President, and third Vice President may stand for re-election at subsequent Annual General Meetings. Only persons qualified to be elected Directors of the Federation shall be qualified to hold the office of President, first Vice President, second Vice President or third Vice President. The office of President, first Vice President, second Vice President, or third Vice President shall be automatically vacated if, during his term of office the person holding such office ceases to be a member of a Municipal Council.

CARRIED

It was
Moved and
Seconded

THAT ARTICLE III, SECTION 5 OF THE FEDERATION'S BY-LAWS BE AMENDED TO READ:

Le maire Flynn demande alors qu'une motion soit présentée pour que les vérificateurs de la Fédération, Séguin, Maheu, Noiseux et Roy, soient nommés de nouveau.

SUR UNE MOTION DU MAIRE PELLETIER, APPUYEE PAR LE MAIRE BERNIER, IL EST PROPOSE QUE LES COMPTABLES SEGUIN, MAHEU, NOISEUX ET ROY SOIENT NOMMES VERIFICATEURS DE LA FEDERATION POUR L'ANNEE 1981-1982.

ADOPTEE

On présente plusieurs résolutions pour que des amendements soient apportés aux statuts de la Fédération.

SUR UNE MOTION DU MAIRE BERNARD LANG, APPUYEE PAR L'ECHEVIN HELEN BOYCE, IL EST PROPOSE QUE L'ARTICLE 2 DE LA PARTIE III DES STATUTS DE LA FEDERATION SOIT MODIFIE ET SE LISE COMME IL SUIT:

Le président, le premier vice-président, le deuxième vice-président et le troisième vice-président sont élus parmi les représentants des municipalités membres présents à l'assemblée générale annuelle de la Fédération et doivent occuper leur poste jusqu'à l'assemblée générale annuelle suivante ou jusqu'à ce que leur successeur soit élu ou nommé. Les titulaires des postes de président, de premier vice-président, de deuxième vice-président et de troisième vice-président peuvent solliciter un renouvellement de mandat à l'assemblée annuelle suivante. Seules les personnes éligibles aux postes d'administrateurs de la Fédération peuvent occuper le poste de président, de premier vice-président, de deuxième vice-président ou de troisième vice-président. Le poste de président, de premier vice-président, de deuxième vice-président ou de troisième vice-président devient automatiquement vacant si, au cours de son mandat, la personne qui occupe ce poste cesse d'être membre d'un conseil municipal membre de la Fédération.

ADOPTEE

Une personne propose,
appuyée par une autre,

QUE L'ARTICLE 5 DE LA PARTIE III DES STATUTS DE LA FEDERATION SOIT MODIFIE ET SE LISE COMME IL SUIT:

Le directeur général occupe son poste au gré du Conseil d'administration et aux conditions fixées par le Conseil. Le président et le Comité de direction fournissent conjointement au Conseil d'administration, avant le 1er décembre chaque année, une évaluation du rendement du directeur général et une recommandation relativement à sa rémunération de l'année suivante.

The Executive Director shall hold office at the pleasure of the Board of Directors on such terms and conditions as the Board may determine. The President and the Executive Committee shall jointly provide to the Board of Directors by the first day of December in each year an appraisal of the performance of the Executive Director and a recommendation on remuneration for the subsequent year.

AND, THAT ARTICLE IV SECTION 3 BE AMENDED TO READ:

a) he/she shall issue notices of meetings of the Board of Directors and of the members of the Federation when directed to do so and shall have charge of the minute books and files of the Federation;

b) he/she shall have the care and custody of all funds of the Federation and shall deposit the same in such bank or banks or with such depository or depositories as the Board of Directors may direct:

The Executive Director may be required to give such bond for the faithful performance of duties as the Board of Directors may require and no Directors shall be liable for failure to require any bond or for the insufficiency of any bond or for any loss by reason of the failure of the Federation to receive any indemnity thereby provided;

c) he/she shall cause budgets to be prepared annually and effectively administer approved budget decisions;

d) he/she shall have the sole administrative and management responsibility of the Secretariat as chief administrative officer of the Federation. In this capacity, the Executive Director shall assume full general management responsibilities for the operations of the Federation, within policy guidelines defined by the Board of Directors and the Executive Committee, and shall report to the Board of Directors and the Executive Committee;

e) he/she shall supervise and inspect the conduct of all employees of the Federation in the performance of their duties. The Executive Director shall be empowered to employ and/or discharge employees of the Federation. The Executive Director may suspend any professional employee and shall forthwith report the suspension and the reasons therefor to the Executive Committee not later than the next meeting thereof. The Executive Committee may hear an appeal from the suspended employee;

f) he/she shall consider and make recommendations to the Executive Committee on all matters concerning the carrying out of the management and administrative activities of the Federation;

ET QUE L'ARTICLE 3 DE LA PARTIE IV SOIT MODIFIE ET SE LISE COMME IL SUIT:

a) il/elle émet les avis de réunions du Conseil d'administration et d'assemblées générales de la Fédération lorsqu'il/elle en reçoit l'ordre et il/elle a la charge des registres des délibérations et des dossiers de la Fédération;

b) il/elle a le soin et la garde de tous les fonds de la Fédération et les dépose dans la ou les banques ou auprès du dépositaire ou des dépositaires que lui indique le Conseil d'administration.

Le directeur général peut être tenu de fournir, en garantie de sa loyauté dans l'exercice de ses fonctions, le cautionnement que peut exiger le Conseil d'administration et les administrateurs ne sont pas, individuellement ni collectivement, responsables de l'inexistence ou insuffisante d'un cautionnement ni d'une perte survenue du fait que la Fédération n'a pas perçu l'indemnité prévue par un cautionnement;

c) il/elle veille à ce que le budget soit préparé annuellement et administre efficacement les décisions budgétaires approuvées;

d) il/elle a l'unique responsabilité administrative et gestionnelle du secrétariat en sa qualité d'agent d'administration en chef de la Fédération. A ce titre, le directeur général a l'entière responsabilité de la gestion générale des activités de la Fédération selon les lignes directrices en matière de politiques définies par le Conseil d'administration et le Comité de direction, et il/elle fait rapport au Conseil d'administration et au Comité de direction;

e) il/elle surveille et étudie le comportement des employés de la Fédération dans l'exercice de leurs fonctions. Le directeur général a le pouvoir d'engager ou de congédier les employées de la Fédération. Il/elle peut suspendre tout employé professionnel, et il/elle fait rapport de cette suspension et des raisons qui la justifient au Comité de direction au plus tard à la prochaine réunion de ce dernier. Le Comité de direction peut entendre en appel l'employé suspendu;

f) il/elle examine toutes les questions concernant la réalisation des activités gestionnelles ou administratives de la Fédération et formule des recommandations au Comité de direction;

g) il/elle fait exécuter et mettre en application, dans un délai raisonnable, toutes les directives et les résolutions ainsi que les décisions au sujet des politiques de la Fédération, y compris l'application progressive de ces dernières, comme peuvent le révéler à l'occasion les documents où sont énoncées les politiques de la Fédération;

g) he/she shall cause to be carried out and enforced within a reasonable time all orders, resolutions and policy decisions of the Federation including the progressive implementation of Federation policies as may be expressed from time to time in those documents incorporating Federation policy;

h) he/she shall investigate and report to the Board of Directors and the Executive Committee in writing from time to time upon all matters referred by the Board of Directors and the Executive Committee to the Secretariat for such report.

i) he/she shall attend or be represented, at the pleasure of the Board of Directors and Executive Committee, all meetings of the Board of Directors and Executive Committee - except when the Executive Director's status, salary or benefits come under review - and Standing and ad hoc committees, and when required the meetings of Regional Committees.

CARRIED

It was
Moved and
Seconded

THAT THE FOLLOWING ARTICLE SHOULD BE ADDED TO THE FEDERATION'S BY-LAWS, TO BECOME ARTICLE VI:

There is hereby established for the Federation of Canadian Municipalities a Secretariat which shall carry out, under the direction of the Executive Director, executive and administrative duties assigned to it by the Board of Directors and Executive Committee in the form of rules, regulations, and directives. Orders and directives, as contained in the staff manual and/or staff memoranda translate the rules, regulations, and directives of the Board of Directors and Executive Committee into a day-to-day set of guidelines for staff members.

FURTHER, THAT *THE NOMINATING COMMITTEE,* CURRENTLY, ARTICLE VI WOULD BECOME ARTICLE VII AND ALL SUBSEQUENT ARTICLES WOULD MOVE UP ONE NUMBER.

CARRIED

It was
Moved and
Seconded

THAT ARTICLE II, SECTIONS 3(c), 3(d), AND 3(e) BE AMENDED TO READ, RESPECTIVELY:

h) il/elle fait enquête puis rédige à l'occasion un rapport au Conseil d'administration et au Comité de direction au sujet des questions qui lui sont renvoyées par le Conseil d'administration et par le Comité de direction et pour lesquelles ces derniers demandent un rapport;

i) il/elle assiste ou se fait représenter, selon le désir du Conseil d'administration et du Comité de direction, à toutes les réunions du Conseil d'administration, du Comité de direction, sauf lorsque la situation, le traitement ou les avantages sociaux du directeur général sont à l'étude, et aussi aux réunions des comités permanents et spéciaux, et, au besoin, aux réunions des comités régionaux.

ADOPTEE

Une personne propose,
appuyée par une autre,

QUE LA PARTIE SUIVANTE SOIT AJOUTEE AUX STATUTS DE LA FEDERATION ET DEVIENNE L'ARTICLE VI:

Il est établi par les présentes, pour la Fédération canadienne des municipalités, un secrétariat qui s'acquittera, sous la directive du directeur général, des fonctions exécutives et administratives qui lui sont confiées par le Conseil d'administration et le Comité de direction sous forme de règles, règlements et directives. Les directives contenues dans le manuel du personnel ou les notes de service au personnel traduisent les règles, règlements et directives du Conseil d'administration et du Comité de direction en un ensemble de lignes directrices quotidiennes à l'intention des membres du personnel.

EN OUTRE, QUE LA PARTIE VI ACTUELLE INTITULEE *COMITE DES CANDIDATURES* DEVIENNE LA PARTIE VII ET QUE TOUTES LES PARTIES SUIVANTES SOIENT NUMEROTEES EN CONSEQUENCE.

ADOPTEE

Une personne propose,
appuyée par une autre,

QUE LES ARTICLES 3c), 3d), ET 3e) DE LA PARTIE II SOIENT MODIFIES ET SE LISENT RESPECTIVEMENT COMME IL SUIT:

Article 3c)

Deux (2) administrateurs de l'Ile-du-Prince-Edouard. Un (1) de ces administrateurs est nommé par l'association provinciale de municipalités tandis que l'autre est élu par les représentants des municipalités membres

Section 3(c)

Two (2) Directors from Prince Edward Island. One (1) of these Directors shall be appointed by the Provincial Municipal Association, while the other shall be elected from among the representatives of the municipal members of that province.

Section 3(d)

Three (3) Directors from each of Newfoundland and New Brunswick. Each Provincial Municipal Association shall designate a member and the remaining members shall be elected at large, provided that one (1) of the three (3) largest Municipal members shall always have representation. The foregoing provision need not apply to the Six Cities Association of New Brunswick, which may select its designate on the Federation's National Board of Directors from a municipality of any size.

Section 3(e)

Four (4) Directors from each of Nova Scotia and Saskatchewan. Each Provincial Municipal Association shall designate a member and the remaining three shall be elected at large, provided that two (2) of the three (3) largest Municipal members in Nova Scotia shall always have representation. In Saskatchewan, one member must be elected from one of the three (3) largest municipal members, while the other member may be elected at large.

CARRIED

It was
Moved and
Seconded

THAT THE CURRENT ARTICLE VII WHICH WILL BE RENUMBERED TO BE ARTICLE VIII, SECTION 1, BE AMENDED TO READ:

Standing Committees: Notwithstanding Article V, Section 1, such other Standing Committees as the Federation may desire from time to time to have established shall only be authorized by resolution of the Board.

Mayor Flynn then introduced the revised resolutions procedure (attachment A) and asked for a motion to approve the procedure as the Federation's continuing resolution procedure.

de cette province.

Article 3d)

Trois (3) administrateurs pour chacune des provinces suivantes: Terre-Neuve et Nouveau-Brunswick. Chaque association provinciale de municipalités désigne un administrateur et le troisième est élu par l'ensemble des membres, à condition que l'une (1) des trois (3) plus grandes municipalités membres soit toujours représentée. La disposition précédente ne s'applique pas nécessairement à l'Association de six villes du Nouveau-Brunswick, qui peut se choisir pour la représenter au sein du Conseil national d'administration un représentant venant d'une municipalité de n'importe quelle taille.

Article 3e)

Quatre (4) administrateurs pour chaque des provinces suivantes: Nouvelle-Ecosse et Saskatchewan. Chaque association provinciale de municipalités désigne un administrateur et les deux autres sont élus par l'ensemble des membres, à condition que deux (2) des trois (3) plus grandes municipalités membres de la Nouvelle-Ecosse soient toujours représentées. En Saskatchewan, un administrateur doit être élu pour représenter une des trois (3) grandes municipalités membres tandis que le second peut être élu par l'ensemble des municipalités membres.

ADOPTEE

Une personne propose,
appuyée par une autre,

QUE L'ARTICLE 1 DE LA PARTIE VII, QUI DEVIENDRA LA PARTIE VIII, SOIT MODIFIE ET SE LISE COMME IL SUIT:

Comités permanents: Nonobstant l'article 1 de la Partie V, la formation des autres comités permanents que la Fédération désire, à l'occasion, faire constituer ne peut être autorisée que par résolution du Conseil.

ADOPTEE

Le maire Flynn présente alors les règles révisées s'appliquant aux résolutions (pièce A) et demande qu'on formule une motion pour approuver ces règles qui constitueront les règles permanentes de la Fédération.

Sur une motion du maire Marianne Wilkinson, appuyée par l'échevin B. Hawkesworth, il est proposé que les résolutions émanant des ateliers sur les thèmes généraux fassent l'objet d'un examen après que les résolutions présentées avant la date limite aient été étudiées par le congrès.

MOTION DEFAITE

On a motion by Mayor Marianne Wilkinson, seconded by Alderman B. Hawkesworth, it was proposed that resolutions from workshops on general sessions will be debated after resolutions submitted by the deadline have been dealt with by the Conference.

DEFEATED

ON A MOTION BY MAYOR WILKINSON, SECONDED BY ALDERMAN HAWKESWORTH, IT WAS PROPOSED THAT RESOLUTIONS INTRODUCED FROM THE FLOOR, WITH COPIES AVAILABLE TO THE DELEGATES, WILL BE DEBATED IF TIME REMAINS AFTER RESOLUTIONS SUBMITTED BY THE DEADLINE AND THOSE ARISING FROM WORKSHOPS ARE DEALT WITH BY THE CONFERENCE.

CARRIED

ON A MOTION BY MAYOR WILKINSON, SECONDED BY ALDERMAN HAWKESWORTH, IT WAS PROPOSED THAT RESOLUTIONS NOT DEALT WITH DURING THE CONFERENCE SHALL BE FORWARDED TO THE BOARD OF DIRECTORS, FOR ACTION AS THE BOARD SEES FIT.

CARRIED

ON A MOTION BY MAYOR JEAN PELLETIER, SECONDED BY MAYOR MARION DEWAR, IT WAS PROPOSED THAT THE RESOLUTIONS PROCEDURE BE APPROVED AS AMENDED.

CARRIED

There being no further business, the Annual General Meeting was adjourned.

SUR UNE MOTION DU MAIRE WILKINSON, APPUYEE PAR L'ECHEVIN HAWKESWORTH, IL EST PROPOSE QUE LES RESOLUTIONS PRESENTEES PAR L'ASSEMBLEE, ET DONT COPIES SONT FOURNIES AUX DELEGUES, SOIENT DEBATTUES SI LE TEMPS LE PERMET APRES QUE LES RESOLUTIONS SOUMISES AVANT LA DATE LIMITE ET CELLES EMANANT DES ATELIERS AIENT ETE ETUDIEES PAR LE CONGRES.

ADOPTEE

SUR UNE MOTION DU MAIRE WILKINSON, APPUYEE PAR L'ECHEVIN HAWKESWORTH, IL EST PROPOSE QUE LES RESOLUTIONS QUI N'AURONT PAS ETE ETUDIEES AU CONGRES SOIENT ADRESSEES AU CONSEIL D'ADMINISTRATION POUR QU'IL Y DONNE SUITE, S'IL LE JUGE A PROPOS.

ADOPTEE

SUR UNE MOTION DU MAIRE JEAN PELLETIER, APPUYEE PAR LE MAIRE MARION DEWAR, IL EST PROPOSE QUE LES REGLES S'APPLIQUANT AUX RESOLUTIONS SOIENT APPROUVEES TELLES QUE MODIFIEES.

ADOPTEE

Etant donné qu'il n'y a pas d'autres questions à examiner, l'assemblée générale annuelle est levée.

Attachment A

REVISED RESOLUTIONS PROCEDURE

APPROVED IN PRINCIPLE BY THE NATIONAL BOARD OF DIRECTORS ON DECEMBER 12, 1980

The Federation's National Board of Directors herewith approves in principle the following resolutions procedure which will be introduced at the FCM's 1981 Annual Conference. The Resolutions Committee is hereby authorized to select, from the resolutions received by the deadline date, those resolutions of general concern which should be debated at the Conference, and to print such resolutions in Section A of the Resolutions book. All other resolutions will be printed in Section B of the Resolutions book, and will become debatable only upon a motion approved by a simple majority vote of the voting delegates present at that Conference session.

1. Procedural Regulations for Acceptance of Resolutions

Care should be taken by the sponsors of resolutions intended for consideration at the FCM's Annual Conference to ensure that they meet the following requirements. The criteria defining how resolutions should be written have been approved (December 12, 1980) by the Federation's National Board of Directors.

a) Resolutions must address a topic of general concern to municipalities at the national level (not local concerns).

b) The preliminary clauses should clearly and briefly set out the reason for the resolution.

c) There should be as few preliminary clauses as possible. If the sponsor believes that the rationale cannot be explained in a few preliminary clauses, the problem should be more fully stated in a supporting narrative attached to the resolution. This material will assist the Resolutions Committee in its understanding of the problem, and, later, the Conference, but it will not be included within the resolution itself.

d) The operative clause of the resolution (i.e., the one beginning *THEREFORE BE IT RESOLVED*) must clearly set out what the resolution is meant to achieve, and a specific proposal for action. Its wording should be straightforward and brief, so that the intent of the resolution is clear. Generalizations should be avoided.

e) The 1981 submission deadline for receipt of resolutions will be March 2. Resolutions received after that date will be returned to their originating municipalities, regional districts, or associations in accordance with a policy ratified by the National Board of Directors on December 12, 1980.

REGLES REVISEES S'APPLIQUANT AUX RESOLUTIONS

APPROUVEES EN PRINCIPE PAR LE CONSEIL NATIONAL D'ADMINISTRATION LE 12 DECEMBRE 1980

Par les présentes, le Conseil national d'administration de la Fédération approuve en principe les règles s'appliquant aux résolutions, qui sont énoncées ci-dessous et qui seront présentées au congrès annuel de 1981 de la FCM. Le Comité des résolutions est par le fait même autorisé à choisir, parmi les résolutions reçues avant la date limite, les résolutions d'intérêt général qui devront être étudiées au congrès et qui figurent à la section A du cahier des résolutions. Toutes les autres résolutions seront groupées dans la section B et ne pourront être étudiées que sur présentation d'une motion approuvée par la majorité des délégués votants présents à cette séance du congrès.

1. Règles à suivre pour l'acceptation des résolutions

Les parrains qui veulent soumettre des résolutions à l'étude du congrès annuel de la FCM doivent veiller à ce qu'elles répondent aux exigences suivantes. Les critères relatifs à la rédaction des résolutions ont été approuvés (le 12 décembre 1980) par le Conseil national d'administration.

a) Les résolutions doivent porter sur un sujet d'intérêt général pour les municipalités et ce, à l'échelle nationale. (Il ne doit pas s'agir de problèmes locaux.)

b) Les premières clauses doivent exposer clairement et brièvement la raison de la résolution.

c) Il doit y avoir le moins de clauses préliminaires possible. Si le parrain estime que la raison d'être ne peut être expliquée en quelques clauses, le problème doit être expliqué plus en détail dans un texte descriptif qui sera joint à la résolution.

d) La clause essentielle de la résolution (c'est-à-dire celle qui commence par *QU'IL SOIT PAR CONSEQUENT RESOLU QUE*) doit formuler clairement le but de la résolution et proposer une action précise. Le texte doit être direct et bref afin que l'intention de la résolution soit claire.

2 7

e) La date limite pour la réception des résolutions en 1981 est le 2 mars. Celles qui arriveront après cette date seront renvoyées aux municipalités, districts régionaux ou associations qui les auront adressées, conformément à la politique ratifiée par le Conseil national d'administration le 12 décembre 1980.

f) Resolutions dealing with matters of urgent national concern which arise following the deadline for receipt of Conference resolutions should be referred directly to the Executive Committee for consideration.

g) Resolutions may be submitted by any municipality, regional district, or provincial association which is a member in good standing of the Federation of Canadian Municipalities. Each resolution must bear the official endorsation of the sponsor's municipal Council, regional Council or Board of Directors, as appropriate.

2. Resolutions

Those resolutions which conform to the procedural regulations stated above will be treated by the Resolutions Committee as follows:

a) Resolutions of general concern to municipalities at the national level as determined by the Resolutions Committee will be printed in Section A of the Resolutions book. Each Section A resolution may be accompanied by a recommendation from the Resolutions Committee. All Section A resolutions will be debated.

b) Section B of the Resolutions book will contain all the other resolutions submitted. Those resolutions in Section B will be brought to the Conference floor individually for debate once their sponsors have obtained the approval of the Conference, but only after all Section A resolutions have been debated.

c) Section C will include all resolutions which have been consolidated by the Resolutions Committee. Wherever possible, the Resolutions Committee will consolidate resolutions which are similar in nature or content, thereby reducing the actual number of resolutions to be debated. Where the Resolutions Committee takes such action, the consolidated resolution will appear in Section A. All original resolutions which are to be considered on a consolidated basis will be printed individually in Section C of the Resolutions book. Sponsors of such resolutions will be notified that such action has been taken.

3. Procedures for the Conduct of Resolutions Plenary Sessions

a) Each resolution to be debated will be read aloud and moved by the Resolutions Committee Chairman or a designate, and will be seconded by a Resolutions Committee member present on the podium. Thereafter, the Resolutions Committee's recommendation (if any) will be read out.

f) Les résolutions traitant de questions d'urgence nationale, qui surgissent après la date limite fixée pour l'envoi des résolutions en vue du congrès, devront être adressées directement au Comité de direction pour qu'il en prenne connaissance.

g) Les résolutions peuvent être présentées par toute municipalité, tout district régional ou toute association provinciale qui est membre en règle de la Fédération canadienne des municipalités. Chaque résolution doit porter l'endos officiel du conseil municipal ou régional ou du conseil d'administration dont fait partie le parrain.

2. Résolutions

Les résolutions qui sont présentées selon les règles énoncées ci-dessus seront traitées comme il suit par le comité des résolutions:

a) Les résolutions jugées d'intérêt général pour les municipalités de l'ensemble du Canada par le comité des résolutions, figureront à la section A du cahier des résolutions. Chaque résolution de la section A pourra s'accompagner d'une recommandation du comité des résolutions. Toutes les résolutions de la section A seront discutées.

b) La section B du cahier des résolutions contiendra toutes les autres résolutions présentées. Elles seront soumises une à une à l'assemblée du congrès pour y être discutées une fois que leur parrain aura obtenu l'assentiment du congrès mais uniquement lorsque toutes les résolutions de la section A auront été discutées.

c) La section C comprendra toutes les résolutions qui auront été refondues par le comité des résolutions. Dans la mesure du possible, il refondra les résolutions dont la nature et le contenu sont semblables, et il pourra ainsi réduire le nombre de résolutions à discuter. Lorsqu'il prendra une telle mesure, la résolution refondu figurera à la section A. Toutes les résolutions originales qui seront étudiées de façon regroupée seront imprimées dans la section C du cahier des résolutions. Les parrains de ces résolutions seront informés de la suite qui a été donnée.

3. Règles régissant le déroulement des séances plénières consacrées à l'étude des résolutions

a) Chaque résolution à discuter sera lue à haute voix; son approbation sera proposée par le président du comité des résolutions ou une remplaçant et appuyée par un membre du comité des résolutions présent sur la tribune. Ensuite, la recommandation (s'il y en a une) du comité des résolutions sera lue.

b) C'est alors que commence la discussion. Un représentant de la municipalité, du district régional ou de l'association qui a parrainé la résolution a, le premier, l'occasion d'adresser la parole.

b) Debate will then open. A representative from the sponsoring municipality, regional district or association shall be given the first opportunity to speak.

c) All speakers must identify themselves and their municipality, regional district, or association, and must confine their remarks to a maximum of two minutes.

d) Only FCM members in good standing are entitled to speak from the floor.

e) No delegate will be permitted to speak more than once on any resolution unless and until all delegates wishing to speak have been heard.

f) Appeals for ruling shall be made to the Chairman of the Resolutions plenary session.

g) Amendments to resolutions duly moved and seconded will be accepted by the Chairman for voting purposes.

h) Motions to refer a resolution will be in order at any time. Motions to refer will be voted on before a vote is taken on the resolution.

i) At the close of debate, a vote will be called on the resolution.

j) Only duly accredited voting delegates are entitled to vote on resolutions. They will do so by showing their voting credentials when the count is taken.

c) Tous les porte-parole doivent s'identifier, nommer leur municipalité, district régional ou association, et ils doivent limiter la durée de leurs observations à deux minutes.

d) Seuls les membres en règles de la FCM qui se trouvent dans l'assemblée ont droit de parole.

e) Aucun délégué n'aura le droit de parler plus d'une fois au sujet d'une résolution à moins que tous les délégués désireux de se prononcer aient pu le faire et pas avant qu'ils ne l'aient fait.

f) Les appels en vue d'obtenir une décision devront être adressés au président de la séance plénière des résolutions.

g) Les amendements aux résolutions, qui sont dûment proposés et appuyés, seront acceptés par le président pour être soumis aux voix.

h) Les motions de renvoi d'une resolution pourront être présentées en tout temps. Ces motions feront l'objet d'un vote avant qu'on ait voté au sujet de la résolution.

i) Une fois la discussion terminée, on prendra le vote au sujet de la résolution.

j) Seuls les délégués votants dûment accrédités ont alors droit de vote. Pour exercer ce droit, ils devront montrer, au moment du compte, la pièce d'identité qui les autorise à voter.

Attachment B

fcm federation of canadian municipalities
fédération canadienne des municipalités

Members of the Federation of Canadian Municipalities:

As Executive Director of the Federation of Canadian Municipalities, I am pleased to present my fifth Annual Report.

Since our last Annual Conference in Halifax, the Federation's Executive Committee has met four times--in Yellowknife, Regina, Quebec City and Ottawa--and its National Board of Directors, three times--in Montreal, Etobicoke and Vancouver.

As part of a concentrated effort to acquaint the federal government with local governments' views on issues of ongoing concern, representatives of the Federation have appeared before a number of parliamentary committees during the past year. On behalf of the Federation's membership, briefs have been prepared and presented to the Special Joint Committee on the Constitution of Canada, the Standing Committee of the House of Commons on Bill C-18, the Transportation of Dangerous Goods Act, the Standing Committee on National Resources and Public Works which conducted hearings on Bill C-4, the Municipal Grants Act, and the Special Committee of the House of Commons on the Disabled and the Handicapped. Meetings were also held with the federal Ministers of Energy, Mines and Resources, Public Works and Housing, and National Defence to keep them informed of local government priorities.

The Federation's President, Mayor Dennis Flynn of Etobicoke, will address you at the 44th Annual Conference's Annual General Meeting. At that time, he will bring the delegates up to date on the major projects undertaken and completed during the past year, and will review significant policy initiatives.

In the interim, a summary of the outstanding activities and events of the past year may be of interest. The Federation's Task Force on the organization's fees and constitution has continued its work under the chairmanship of Mayor C. J. Purves, our immediate Past President. A number of suggested by-law changes

PIÈCE B

fcm
federation of canadian municipalities
fédération canadienne des municipalités

Membres de la Fédération canadienne des municipalités:

En ma qualité de directeur général de la Fédération canadienne des municipalités, je suis heureuse de vous présenter mon cinquième rapport annuel.

Depuis notre dernier congrès annuel, à Halifax, le Comité de direction de la Fédération s'est réuni quatre fois, à Yellowknife, Regina, Québec et Ottawa, et le Conseil national d'administration, trois fois, à Montréal, Etobicoke et Vancouver.

Dans le cadre d'un effort concentrés en vue de faire connaître au gouvernement fédéral les vues des administrations locales sur des questions de préoccupation constante, des représentants de la Fédération ont comparu devant un certain nombre de comités parlementaires au cours de l'année dernière. Au nom des membres de la Fédération, des mémoires ont été rédigés puis présentés au Comité spécial mixte sur la Constitution du Canada, au Comité permanent de la Chambre des communes sur le bill C-18 intitulé Loi sur le transport des marchandises dangereuses, au Comité permanent sur les ressources nationales et les travaux publics qui a tenu des audiences sur le bill C-4, Loi sur les subventions aux municipalités, et au Comité spécial de la Chambre des communes sur les invalides et les handicapés. Des rencontres ont aussi eu lieu avec les ministres fédéraux de l'Energie, des Mines et des Ressources, des Travaux publics et du Logement, et de la Défense nationale afin de les informer des priorités des administrations locales.

Le président de la Fédération, le maire Dennis Flynn d'Etobicoke, vous adressera la parole à l'assemblée annuelle du 44ième congrès annuel. A cette occasion, il renseignera les délégués sur les principaux projets entrepris et terminés au cours de l'année dernière et il leur fera part des initiatives importantes qui ont été prises dans le domaine des politiques.

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will be proposed for approval at the Annual General Meeting, and Mayor Purves will provide delegates with a report on the progress of his group.

The final phase of the Federation's important municipal terminology project is now almost complete. Expanded final editions of three of our six bilingual lexicons on various aspects of local government have been published jointly by the Federation and the Department of the Secretary of State. Final editions of the other three volumes will be published later this year. We are confident that these lexicons, designed to upgrade and standardize English and French vocabularies in six specific fields will be valuable aids to many Canadian municipalities.

The double focus of our 1981 Conference on energy considerations and on the Canadian constitution accords with the wishes expressed in last year's post-Conference questionnaires. We hope that both plenary sessions and workshops will prove to be timely and informative. We look forward to receiving your comments on this year's Conference, and your suggestions for future Conference themes.

A new procedure for dealing with Conference resolutions will be introduced at the 44th Annual Conference. We hope that it will streamline discussion and focus delegates' attention on those issues which are of concern to Canadian local governments on a national scale. The establishment of a standing committee on resolutions will be proposed for your approval in our effort to expedite the handling of non-Conference resolutions during the course of the year.

You will note from the Federation's current financial statement that our situation remains healthy. Should the expansion recommended by the Federation's Task Force on FCM Fees and Constitution be approved, we will be in a position to expand the range and the effectiveness of services provided to our members.

The Federation's staff members have continued, during the past year, to display an outstanding degree of professionalism and commitment. To each of them, I extend sincere thanks. I should also like to thank members of the

Entre-temps, il vous intéressera peut-être de prendre connaissance du résumé des activités et événements dignes de mention de l'année qui vient de s'écouler. Le groupe d'étude de la Fédération sur les cotisations et les statuts a poursuivi son travail sous la présidence du maire C. J. Purves, notre dernier président sortant. Un certain nombre de modifications proposées aux statuts seront soumises à l'approbation de l'assemblée générale annuelle, et le maire Purves remettra aux délégués un rapport sur l'avancement des travaux de son groupe.

La dernière étape de l'important projet de terminologie municipale de la Fédération est presque maintenant franchie. L'édition finale augmentée de trois de nos six lexiques bilingues portant sur différents aspects de l'administration locale a été publiée conjointement par la Fédération et le ministère du Secrétariat d'Etat. L'édition finale des trois autres volumes sera publiée plus tard au cours de l'année. Nous croyons que ces lexiques, distinés à améliorer et à normaliser les vocabulaires français et anglais de six domaines particuliers, constitueront une aide précieuse pour plusieurs municipalités canadiennes.

Les deux thèmes principaux de notre congrès de 1981, c'est-à-dire les questions énergétiques et la Constitution canadienne, correspondent aux désirs exprimés dans les questionnaires distribués après le congrès de l'an dernier. Nous espérons que les séances plénières et les ateliers se révéleront opportuns et informatifs. Nous souhaitons recevoir vos commentaires sur le congrès de cette année et vos suggestions pour les thèmes du futur congrès.

Nous aurons recours à une nouvelle façon de procéder pour étudier les résolutions qui seront soumises au 44ième congrès annuel. Nous espérons que cela facilitera la discussion et invitera les délégués à centrer leur attention sur les questions d'intérêt national pour les municipalités canadiennes. La mise sur pied d'un comité permanent des résolutions sera soumise à votre approbation; l'existence d'un tel comité nous permettrait de traiter efficacement les résolutions non présentées au congrès tout au long de l'année.

Federation's National Board of Directors and Executive Committee for their cooperation and support during the past year.

In conclusion, I assure you of my continuing dedication to the realization of the Federation's objectives. I sincerely hope that all delegates attending the 44th Annual Conference will find it an interesting and worthwhile setting in which to discuss issues of mutual interest to Canada's local governments.

Glenys Parry

Glenys Parry
Executive Director

GP:jb

May 20, 1981

Vous constaterez en examinant l'état financier actuel de la Fédération que notre situation demeure saine. Si l'expansion recommandée par le groupe d'étude de la Fédération sur les cotisations et les statuts de la FCM était approuvée, nous serions en mesure d'étendre la gamme des services assurés à nos membres et d'en accroître l'efficacité.

Durant l'année dernière, les membres du personnel de la Fédération ont continué à faire preuve d'un professionnalisme et d'un dévouement remarquables. A tous, j'exprime mes sincères remerciements. Je voudrais aussi remercier les membres du Conseil national d'administration et du Comité de direction de leur collaboration et de leur appui au cours de l'année écoulée.

Pour conclure, je vous assure de mon entier dévouement à la réalisation des objectifs de la Fédération. J'espère sincèrement que tous les délégués présents au 44ième congrès annuel y trouveront une tribune intéressante et valable où ils pourront discuter des questions d'intérêt mutuel pour les administrations locales du Canada.

Glenys Parry

Glenys Parry
Directeur général

GP:jb

le 21 mai 1981

FEDERATION OF CANADIAN MUNICIPALITIES

1981 Report to the Annual Conference

Task Force on the Future Constitution, Structure and Functions of the Federation of Canadian Municipalities

Chairman - C.J. Purves

Ladies and Gentlemen:

May I also extend a welcome to you. I hope this Conference proves to be a rewarding experience, and that it provides you with the opportunity to share a renewed commitment to the Federation over the next few days.

When the Task Force was appointed in September last year, the Federation had just completed an examination of proposals to reconstitute the membership structure. You will recall that in 1979 a committee was established to review the fees and constitution of this organization. The work of that committee culminated in a report to last year's Annual Conference. The main thrust of the report was that the Federation's fee structure contained serious anomalies or inequalities, and these had to be resolved if the Federation was to develop as an effective national organization for municipal government. As a solution, the committee proposed that the Federation be reconstituted as a federation of provincial and territorial municipal associations.

From the heated debate that took place at last year's conference, it became clear that this proposal did not have the general support of the membership. Moreover, many representatives, including myself, argued that the report had failed to deal with the central problems facing the Federation. It was also argued that the proposal for a federation of provincial and territorial municipal associations was no solution to those problems. Unfortunately, the report was based on the questionable assumption that the future vitality of the Federation depended on a new formula for membership and fees.

As I said then, and continue to argue now, the vitality of the Federation depends, in the final analysis, on its ability to represent and serve its members effectively. This means that general organizational change and internal change are the major facets of reform confronting the Federation. In addition, it means that we need to define the Federation's goals, objectives, function and priorities, so that we can achieve the desired level of effectiveness in our operations.

In short, the problems of the Federation are internal ones, requiring internal remedies. As a voluntary organization, the Federation's future, and its legitimacy in the eyes of members and potential members, depends ultimately on its capacity to meet the needs and expectations of municipal government across Canada. This is the key, rather than proposals for radical change which are only likely to antagonize members, and to be perceived elsewhere as evidence of our inability to build for the future along practical lines.

It is not possible to "impose" change without alienating many members, and thereby jeopardizing the very existence of the organization. Volunteer organizations have a dynamism and essence of their own which does not make them amenable to "radical surgery", or the application of externally developed prescriptions for their ills. For a volunteer organization to exist as a viable entity it must have: strong, persuasive leadership; an informed, active membership represented by community-spirited, self-sacrificing, realistic individuals; a dynamic, competent administrative staff; "saleable" services and programs; and clear goals and objectives.

Thus, the Task Force which I am chairing, is proceeding cautiously and pragmatically. We have adopted an incremental approach to change based on consensus among members. This requires full consultation with members in the review of the goals, objectives, functions and priorities of the Federation.

With the approval of the Board of Directors and Executive Committee, the Task Force is basing its work on the following assumptions:

- That it is extremely unlikely that reconstituting the membership will, on its own, enhance the Federations's capacity to strengthen the position of municipal government in intergovernmental decision-making processes.

- That it is very possible that to attempt to reconstitute the membership prior to action on other matters will result in disruptive/ dysfunctional consequences for the Federation, particularly with respect to retaining the membership of a number of municipalities and provincial and territorial municipal associations.

- That agreement on the membership and fee question will require time to achieve, while other problem areas require immediate attention.

- That action in a number of problem areas can be taken without pre-empting or obstructing future changes to the membership and fee structure of the organization, if that is what is desired.

- That changes in membership and fees should be considered in the context of decisions about such matters as the goals and objectives of the Federation, its functions, services and programs, and so on.

- That it is possible that decisions in other areas will create a new perspective on the membership and fee question, particularly with regard to the generation of alternatives.

- And lastly, that it may prove to be easier to achieve agreement among members on the membership and fee question once it becomes evident that the organization is actively addressing other problem areas.

To summarize, it is the approach of the Task Force to maintain - at this point in our work - a separation between the membership issue and such other matters as: the need to clarify and update the goals and objectives of the Federation; to improve its services and programs; to revitalize the operations of the Board of Directors and Executive Committee; and to strengthen the Secretariat. This separation ignores certain linkages which will have to be dealt with eventually, particularly with regard to our fee structure. I will discuss how the Task Force wishes to tackle those linkages further on in the report.

Up to this point, the Task Force has made a number of recommendations to the Board and Executive Committee. These have been based on extensive research and opportunities for consultation with members. They include actions to strengthen the Board of Directors, the Executive Committee and the Secretariat. As well, the Task Force has made recommendations to improve the performance of our Regional Standing Committees, to enhance the organization's internal research capabilities, and to facilitate communication with and assistance to members.

Specifically, the recommendations include:

- Terms of Reference for and specific directives to the Executive Director.
- The appointment of a Deputy Executive Director with a specific functional responsibility as the Federation's Membership Liaison Officer.
- The appointment of a Research Officer with a clear mandate to serve the needs of members.
- Terms of Reference for and assistance to the Federation's Regional Standing Committees.
- Clarification of the term of office of the President.
- Clarification of the functions and responsibilities of the Secretariat.
- Proposals for the establishment of Standing Committees to expedite and facilitate the functions and responsibilities of the Board and Executive Committee.

All these matters are before the Board, and some involve changes to the Federation's Bylaws which we will address later in the conference proceedings.

So the Task Force has made progress on a variety of important internal organizational and resource matters. It is now in a position to push on and consult with members regarding how these initiatives may best be exploited to meet the needs and expectations of members. This will necessarily involve the task of re-formulating the goals, objectives and functions of the Federation to reflect the contemporary needs and expectations of municipal government.

It is this question which I wish to address now. The Task Force is aware - through its consultations with members - that the Federation's goals, objectives and functions no longer adequately represent the contemporary realities of municipal government, or the interests and needs of its members.

To be blunt, the time has come for a critical review and reformulation of the Federation's role. This will provide the basis for upgrading and expanding its activities and services to meet the expectations and needs of members, both individually and collectively. Unless this is done the Federation will become increasingly irrelevant as a source of assistance to municipalities in intergovernmental matters, and increasingly less credible as the "national voice" of municipal government in Canada.

At this point I would like to share some ideas with you about the contemporary nature of municipal government, and what these may mean for defining the future role of the Federation.

It has been said frequently over the years that "municipal government" should be recognized as a "third level of government" in the federal system, not an administrative appendage of provincial bureaucracies and a passive instrument for the implementation of the policies and programs of other levels of government. In this regard, the Federation has led the battles for constitutional change and new revenue sharing arrangements.

Historically, the tendency has been, both within and outside municipal government, to view municipal responsibilities in strictly "service" and "management" terms. This view no longer serves as an adequate description of the nature of municipal government. Gone are the days when local decision-making focused almost entirely on the financial, technical and management aspects of service delivery. Today, as local politicians, we are obliged to address an ever increasing array of regulatory and financial concerns. Concerns that demand highly professional approaches to very complex planning and policy matters.

I am not referring simply to the addition of "soft services" to the traditional "hard service" functions of municipal governments. Nor am I speaking of the increasing delegation of functions and responsibilities by other levels of government to municipalities. It is the case that both these changes are important contributors to the growing complexity of municipal affairs. However, I am more concerned about the way in which these changes have, in themselves, created new and complex demands on municipal government. These demands may be summarized as follows:

- To meet and accommodate changing public expectations of local government with respect to both its functions and responsibilities, and democratic practices.

- To develop the processes and acquire the resources necessary to address effectively the increasing complexity of many municipal policy issues and concerns.

- To develop the mechanisms for greater coordination and cooperation among civic departments and other administrative and operational entities within municipal administrations to facilitate an integrated approach to policy and program implementation.

- To incorporate and integrate, as a matter of deliberate and normal practice, social, economic, physical and ecological factors into policy formulation and development.

- To develop more sophisticated approaches and practices to policy formulation and development, including policy analysis and monitoring, the identification of alternative policy options, impact assessment and anticipatory planning.

- To establish institutional arrangements, procedures and practices which enable elected officials to decide policy priorities as a matter of purposeful choice, rather than a result of ad hoc decisions in reaction to events and circumstances as they arise.

- To develop fiscal policy frameworks within which to direct and control public expenditures on the basis of clearly articulated policy priorities and choices.

- And lastly, but most importantly, to develop the resources necessary for more effective participation with other levels of government in policy and program formulation, development and implementation.

In short, with or without formal constitutional recognition and greater financial autonomy, municipal government now must meet the demands which characterize any other level of government in the federal system. Acknowledgment of this by local elected and appointed officials is an essential prerequisite for a stronger role for municipalities in this country. So is a stronger role in the promotion of their individual and collective interests, and in their capability to contribute positively to the good government of the nation as a whole.

Feldman and Graham, in their book Bargaining for Cities, have put the point this way:

> " --- A municipal government is in fact a government. As facile as this might seem, it is a crucial assumption, for it means that municipal performance in the intergovernmental arena has been evaluated from a political perspective. From this perspective, it would appear that Canada's urban municipal governments are not yet completely characterized by a political approach rather than simply an administrative service delivery approach to their activities. Clearly this is a lack of political maturity at the municipal level. By and large, local politicians in Canada seek election on the basis of "service" rather than on the basis of an articulated platform. Indeed, the tendency of local politicians to publicly divorce politics (a dirty word) from municipal government perpetuates the political immaturity of the system. A second manifestation of political immaturity is the continuing perspective that municipal governments are really only a training ground for those individuals who are ambitious for elected office at a higher level. Municipal service is interpreted and used as a prelude to real politics."

Now, I do not wish to question the importance of the two issues of constitutional reform and revenue sharing, or the responsibility of the Federation to represent vigorously the interests of municipal government on these matters. However, I believe the point has been reached where we must recognize that preoccupation with these causes to the exclusion of other concerns is not in the interests of members. It is not in their interests with respect to their demands for greater local autonomy, or with their exploiting fully the potential that already exists for strengthening their position in intergovernmental decision-making.

There has been a tendency to view the problems of local government as having their resolution in constitutional change and greater financial autonomy. There is truth in this, but only to a degree. What I consider unfortunate is the extent to which emphasis on these matters has drawn attention away from a wide range of initiatives open to municipalities to develop their policy and planning capabilities. These initiatives would enable them to achieve greater control over their own affairs, to meet more effectively their responsibilities as governments (the demands of which I have already outlined), and to become much more effective in intergovernmental decision-making. Not only this, but unless these initiatives are taken up, municipalities cannot expect to convince other levels of government to treat seriously their claims for a more responsible role for municipal government at either the local or the intergovernment level. Calls for changes to constitutional and revenue sharing arrangements will continue to be brushed off as the tired refrain from a level of government which has yet to provide evidence of its willingness to meet its governmental responsibilities in any substantial sense. It is also worth noting that the Bureau of Municipal Research has observed that "The F.C.M.'s lack of success in the persistent quest for revenues and status has contributed to its image as a lame, ineffective organization".

Now, this is not to downplay the very real problems municipalities are having in their relations with provincial and federal governments. Time and again initiatives at the local level have been resisted, or at least ignored in the development and implementation of policies and programs which affect local affairs. The federal government continues to terminate programs abruptly and in mid-stream, leaving municipalities in financial and other difficulties. And while provincial and federal governments negotiate their respective constitutional powers, municipalities are left in the impossible position of having to conduct their intergovernmental affairs without antagonizing either level.

To add insult to injury, municipal politicians are used as a "political buffer" for decisions over which they have no control and which they cannot influence. Provincial and federal governments take credit for those decisions which benefit citizens, and leave local politicians to "carry the can" for those that do not.

This is hardly fertile ground for the growth of municipal government as a "partner" in the federal system. Consequently, we must face political realities. It is extremely unlikely that municipal government is going to achieve progress on its demands for constitutional recognition and greater financial autonomy. And, even if progress is made, municipalities will still face the challenge of making their influence felt at the bargaining table.

Either way, municipal government must face the future without illusions. To achieve a significant role in intergovernmental decision-making requires the development of the capacity to participate effectively, and on qualitatively equal terms, with the other levels of government.

As I have argued, for municipalities to fulfill their governmental responsibilities, they must first become conscious of the fact that they are governments in their own right and not merely administrative mechanisms for service delivery. Secondly, they must begin to address the demands of government which I have outlined. In sum, municipalities must recognize that -

- Their responsibilities are no longer confined to the traditional functions of administering and managing the delivery of local services

- Their responsibilities demand a much more mature approach to, and the development of resources for, policy formulation and decision-making

- Their desire for greater control over local affairs and a more influential role in intergovernmental decision-making depends on their willingness to grasp the opportunities that are already available to them to improve their governmental capabilities by upgrading their resources and approaches to policy development and planning.

In my view, the Federation of Canadian Municipalities has a significant responsibility to provide leadership in these matters. To fulfill this responsibility, however, requires that the Federation review critically its goals, objectives and functions. They must reflect the contemporary nature of municipal government, and the needs and expectations of members, as well as incorporate the Federation's more traditional activities. In addition, the Federation must define its role more clearly, particularly with respect to provincial and territorial municipal associations, and in the context of changing federal/provincial relations.

At this point, I would like to summarize some of the major concerns that have been expressed to the Task Force about the Federation's current statements of goals, objectives and functions.

GOALS AND OBJECTIVES

First of all, concern has been expressed that the current statement of purpose, as contained in Federation publications, is too vague and general to be particularly informative for members and potential members. It states:

> " The Federation is the only national forum for the exchange of views among elected municipal officials, and serves as the voice of municipal government in the tri-level political arena."

Secondly, the view has been expressed that the statement of purpose should provide a clearer statement of goals and objectives. The language used should be informative, and also emphasize the importance of municipal government in Canada's federal system.

And thirdly, concern has been expressed that the statement of purpose, together with the enumeration of activities in the F.C.M. brochure, and other publications, reflects a theme/philosophy/direction which does not capture the true potential and importance of the Federation as the voice of a level of government which is assuming an increasingly more important role in the governmental affairs of the nation.

In regard to the latter it has been observed that:

- The Federation is but the actor in the conduct of intergovernment relations. However, what distinguishes the Federation is its potential to facilitate communication, cooperation and coordination among all three levels of government in critical areas of municipal concern.

- The existence of the Federation is an expression of the need to have a formal national vehicle to bring together three levels of government in areas of legislative, executive and administrative decisions which have implications for each level in providing effective government for the nation as a whole. If the Federation did not exist, it is reasonable to believe that it would have to be created in one form or another.

- The Federation should not be viewed solely in terms of providing a national voice/lobby for municipal interests. It should also be viewed as providing an important source of advice and expertise in the development and preparation of policies and programs at other levels of government which will depend for their success on municipal support, capabilities and understanding. This, it has been argued, will contribute to a stronger more responsive governmental system. In its turn, this will contribute to a sense of national unity and identity.

- And it has been observed that:

  The role of the Federation is potentially more than a reactive one. It can develop as an anticipator of federal legislation, and as a generator of new ideas and legislative initiatives.

  And:

  The Federation is sufficiently flexible in its organization, operations and outlook to be able to respond, adjust, and contribute positively to the changing nature of our Federal system of government.

FUNCTIONS

In this area, there is a generally held opinion among members that the functions of the Federation should be re-written so as to set out clearly what members and prospective members can expect from the organization in the way of assistance, services, and programs. These functions should be consistent with, and give practical expression to the Federation's goals and objectives. They should be specific in content, but expressed in sufficiently general terms to provide direction to the organization, and to reflect the relatively permanent wishes and expectations of members. They should be treated as distinct from such other matters as "approaches" to the fulfillment of functions, particular "activities" the organization may be engaged in, and past "achievements" .

Currently the Federation's functions are expressed as "principal activities" in the F.C.M. brochure. They include:

- undertaking or sponsoring research aimed at improving efficiency in local government;
- acting as a clearing house for the collection, exchange and dissemination of general information on municipal practices and procedures;
- representing local government interests, both for individual communities and for Canada's municipalities as a whole, vis-a-vis the federal government;
- providing special representative services for Canada's small and rural communities, serving as their guide to the federal government scene and their source of information on national issues affecting them.

The principal concern that has been expressed is that the Federation's principal functions should go beyond those of information accumulation and dissemination, and lobbying. These are important functions. However, it has been pointed out that there is little to suggest that the Federation recognizes that it may have service functions in areas beyond assisting municipalities in the administrative realm of developing "efficient" practices and procedures. In other words, the statement of functions tends to emphasize the traditional role of municipalities as administrative instruments for service delivery, rather than their contemporary governmental role.

It has been proposed that, if the Federation's statement of functions is to reflect both the nature of modern municipal government, and the breadth of services it can provide to assist municipalities, then the statement of functions should include:

- Policy analysis and research, "anticipating" federal legislation, "generating" new ideas and legislative initiatives, and "assisting" the federal government and its agencies to understand the implications/consequences of its decisions for municipal governments.
- Pressing for legislative change through the federal government in those areas where municipal needs can only be met by federal agreement and action.
- Providing a "listening post" at the federal level with respect to federal legislative initiatives, together with prompt and adequate dissemination of federal information and federal activities as they apply to local government.

- Facilitating exchanges among municipalities regarding policy initiatives, research, concerns, etc.

- Assisting individual municipalities to develop their policy-making capabilities and to participate effectively in intergovernmental processes. To assist to strengthen municipal governments as the principal spokesmen for the expression of local interests/concerns in intergovernmental decision-making.

- Acting as the "animator"/ stimulus for tri-level national, tri-level regional and bi-level interprovincial conferences and consultations.

- And finally, while respecting the autonomous nature of relations between provincial and territorial municipal associations and their respective provincial and territorial government, assisting municipal associations when requested in the following areas:

    - Adding a "national voice" in support of associations in their negotiations/consultations with provincial and territorial governments.

    - Providing directly, or obtaining access to, policy analysis and expertise to assist associations to achieve their goals and objectives.

    - Assisting associations to place their policy concerns/interests in a wider interprovincial and/or national context.

So that there is no misunderstanding, let me emphasize that these proposals do not involve nor mean interference by the Federation in the internal affairs of individual municipalities or municipal associations. Neither do they mean a duplication of effort. Quite the contrary, the principal objective of the proposals is to work in harmony with municipalities and associations, and to provide support and assistance through the Federation when it is requested.

To summarize, now that the Federation is taking practical steps to put in place the organizational changes and resources necessary to serve members more effectively, it makes sense to review the goals, objectives and functions of the organization. The Task Force will be circulating to all members and potential members a number of proposals for their reaction. From this feedback the Task Force hopes to be able to develop recommendations which will reflect a renewed and more relevant role for the Federation in the future. As well, the Task Force will be asking all members and potential members for their views regarding the specific services they would like to receive from the Federation. This will enable the organization to gear its operations to meet the practical needs and expectations of members, both collectively and individually.

At the same time, the Task Force intends to enter into discussions with a number of members regarding ways to ameliorate certain discrepancies in the current fee structure. As I observed earlier, the Task Force feels that direct consultations are likely to be far more productive in this area, than any attempt to contrive a wholly new formula for fees based on a new membership structure. As a first step, the Executive Director has been directed to develop a list of municipalities for the Task Force to approach. In conjunction with this, we intend to approach a number of former and prospective members for discussions about future membership.

To conclude this report, I would like to reflect briefly on some of the hard realities which face municipal governments in achieving greater control over their own affairs, and a stronger role in intergovernmental decision-making.

Our research supports the conclusions of a number of independent studies. These conclusions are that municipalities, large and small, are generally without the resources and expertise necessary to secure and promote their interests in relations with other levels of government. Feldman and Graham have observed in their study, Bargaining for Cities, that:

> The process of intergovernmental relations will continue to be irrelevant to results or outcomes for municipalities until they deal with some basic questions concerning their intergovernmental interests, sources of power, approach to policy, organization and resources. Once these questions are recognized and dealt with, the intergovernmental process should become increasingly important for municipalities in the sense that the process will have some positive bearing on the results. If these questions are not considered, other levels of government will persist in going over and around municipal governments when they deal with urban matters.

Similarly, a number of provincial municipal associations are not as effective as they should be. The Woods Gordon study on the Management and Planning Capabilities in Small Communities observes that:

> The present contributions of municipal associations were almost universally described as too weak, unproductive, lacking in continuity and, in some cases, unrepresentative of the real problems and issues facing small communities. Many interviewees wanted their associations to become active in training and development, research and information exchange, local conferences and lobbying on their behalf.

The Woods Gordon study recommends that "all municipal associations representing smaller municipalities should undergo a serious, independent and thorough assessment of their mandate, resources, practices and effectiveness".

At this point, it seems appropriate to make something very clear. These research findings have implications not only for elected officials, but also, and just as important, for the permanent officials of municipal administrations - particularly those who hold senior positions. It has often been said that municipal politicians spend too much time on trivial administrative matters and not enough on developing policy. Indeed, senior administrators are often the source of such comments. However, it is fair to say that administrators must also learn to delegate to subordinates the responsibility for day-to-day administration, and to spend less time on supervising internal administrative policies and procedures.

The complexity of contemporary municipal government demands a team approach between elected officials and their senior permanent officials in policy formulation, development and implementation. Elected officials must carry out their responsibility for making final policy decisions. However, at the same time, senior permanent officials must broaden their advisory functions by becoming more involved in such areas as policy analysis and monitoring, policy impact assessments, and anticipatory policy development and planning.

The reason I say these comments are appropriate is because the Canadian Association of Municipal Administrators and the Canadian Municipal Personnel Association are also holding a conference in Regina this week. Their program includes the subject of Council - administrator relationships. Hopefully, this will involve some forthright discussion about how the changing nature of contemporary municipal government demands of them a reassessment of their responsibilities to elected officials.

So, as I see it, these are some of the hard realities which face municipal government today. The Federation has an important role to play in assisting and supporting municipalities and provincial and territorial associations to strengthen their capabilities in the intergovernmental arena. However, at the same time - and this is the "botton line" - the effectiveness of the Federation in this respect depends on the willingness of members to provide assistance and support to the Federation, to initiate changes of their own to improve their policy-making capabilities, and to develop individually the resources and expertise necessary for an effective role in intergovernmental decision-making.

In the final analysis, the future strength of municipal government as a "partner" in the federal system will depend on the capabilities of all its representative bodies to deal effectively with other levels of government.

In conclusion, I would like to express appreciation to all the members of the Task Force for the work they have done over the last year. They are: President Dennis Flynn, Ted Brady (Mayor - Town of Carlyle), Noel Murphy (Mayor - City of Corner Brook), Jacque O'Bready (Mayor - City of Sherbrooke). I would also like to thank the Board and Executive Committee for their support and assistance.

FORUM: LOCAL GOVERNMENT AND THE CANADIAN CONSTITUTION

Each work group is being asked to discuss the following questions, and to report their reactions at the end of today's session on the Canadian constitution:

1. If the current federal government's constitutional proposals succeed, what should be done to secure and promote the interests of municipal governments in their relations with other levels of government?

2. If the current constitutional proposals reach an impasse, what other forms of federal system could be proposed to give municipal government greater representation in the affairs of this country?

3. If municipal governments are to continue to be exclusively under the wing of provincial governments, then what legislative responsibilities and obligations must provincial governments accept in relations with their respective municipal governments?

4. If municipal governments are to be exclusively under the wing of provincial governments, and given that federal government decisions will continue to impact directly on municipal affairs, what should municipal governments do to ensure that their needs and expectations are taken into account in the formulation and implementation of federal policies and programs?

5. Accepting that municipalities are governments in their own right, even without constitutional recognition, are there areas of legislative jurisdiction which should be protected as the exclusive domain of municipal governments? How?

6. How can municipal government overcome its image of being little more than an administrative appendage of provincial bureaucracies, and the instrument for implementing the policies and programs of other levels of government?

7. What should municipal governments be doing to develop their capacities to participate effectively, and on qualitatively equal terms, with the other levels of government in intergovernmental decision-making processes (beyond demands for constitutional recognition and greater financial autonomy)?

8. Should municipal governments refuse to cooperate with their provincial governments in any further expansion of municipal functions and responsibilities until such time as provincial governments have met demands for greater fiscal autonomy?

9. What rôle should the FCM play in intergovernmental affairs?

FORUM: LE GOUVERNEMENT LOCAL ET LA CONSTITUTION

On demande à chacun des groupes de travail de discuter des questions ci-après et de faire rapport à la plénière qui suivra:

1. Dans l'hypothèse où le gouvernement fédéral pourrait aller de l'avant avec son projet actuel de modification et de rapatriement de la constitution, que devrait-on faire pour protéger et promouvoir les intérêts des gouvernements municipaux dans leurs relations avec les autres niveaux de gouvernement?

2. Dans l'hypothèse où le projet fédéral serait dans une impasse, quels autres moyens pourrait-on proposer, à l'intérieur d'un système fédéral de gouvernement, pour assurer aux municipalités un rôle plus important dans les affaires du pays?

3. Dans l'hypothèse où les municipalités continueraient de dépendre exclusivement des gouvernements provinciaux, quelles responsabilités et obligations les gouvernements provinciaux devraient-ils légalement accepter en regard de leurs relations avec leurs municipalités?

4. Dans l'hypothèse où les municipalités continueraient de dépendre exclusivement des gouvernements provinciaux,prenant pour acquis que les décisions du gouvernement fédéral continueront d'avoir un impact direct sur les affaires municipales, que devraient faire les municipalités pour s'assurer qu'on tient compte de leurs besoins et de leurs désirs dans la mise en oeuvre des politiques et programmes du gouvernement fédéral?

5. Prenant pour acquis que les municipalités constituent un niveau de gouvernement de plein droit, même si la constitution ne le reconnaît pas comme tel, y a-t-il des domaines de réglementation qu'on devrait reconnaître et protéger à titre de juridiction exclusive des gouvernements municipaux, et comment?

6. Comment la municipalité peut-elle s'affranchir de l'image qu'elle donne d'être à peine un peu plus qu'un appendice administratif de la bureaucratie provinciale et l'instrument de mise en oeuvre des politiques et programmes des autres niveaux de gouvernement?

7. Qu'est-ce que les municipalités pourraient faire pour développer leur capacité de participer avec les autres niveaux de gouvernement, de façon efficace et à qualité égale, au processus décisionnel intergouvernemental(mises à part les demandes de reconnaissance dans la constitution et d'une plus grande autonomie financière)?

8. Les gouvernements municipaux devraient-ils refuser de collaborer avec leurs gouvernements provinciaux à l'expansion du rôle et des responsabilités municipales tant et aussi longtemps que les gouvernements provinciaux n'auront pas acceuilli favorablement leurs requètes pour une plus grande autonomie fiscale?

9. Quel rôle la FCM devrait-elle jouer dans les affaires intergouvernementales?

APPENDIX D
APPENDICE D

1981 - 1982

NATIONAL BOARD OF DIRECTORS
CONSEIL NATIONAL D'ADMINISTRATION

PRESIDENT/PRESIDENT: *MAYOR D. P. BROWNLOW, DARTMOUTH
FIRST VICE-PRESIDENT/PREMIER: *MAIRE J. PELLETIER, QUEBEC
SECOND VICE-PRESIDENT/DEUXIEME: *COUNCILLOR D. A. YANOFSKY, WINNIPEG
THIRD VICE-PRESIDENT/TROISIEME: *ALDERMAN D. A. LAWSON, BURNABY
PAST-PRESIDENT/SORTANT: *MAYOR D. FLYNN, ETOBIÇOKE

DIRECTORS ELECTED AT LARGE, THOSE REPRESENTING LARGE MUNICIPALITIES (M) AND THOSE DESIGNATED BY PROVINCIAL AND TERRITORIAL ASSOCIATIONS (D)

BRITISH COLUMBIA/ COLOMBIE-BRITANNIQUE	(D)	Mayor C. Lakes, Past President, Union of B. C. Municipalities	*Mayor M. S. Evers, New Westminster Mayor G. Ferguson, Abbotsford
	(M)	Alderman D. Bellamy, Vancouver	
	(M)	Alderman W. Fomich, Surrey	
ALBERTA	(D)	Alderman J. Oldring, A.U.M.A.	Alderman G. Davison, Medicine Hat
	(D)	*Reeve L. M. Miller, President, A.A.M.D. & C.	
	(M)	Alderman C. Reid, Calgary	
	(M)	Alderman O. Butti, Edmonton	
SASKATCHEWAN	(D)	*Mayor E. J. Brady, President, S.U.M.A.	
	(D)	Reeve B. M. Anderson, President, S.A.R.M.	
	(M)	Mayor L. P. Schneider, Regina	
	(M)	Alderman A. Cave, Moose Jaw	
MANITOBA	(D)	Councillor A. Ducharme, Winnipeg M.A.U.M.	Councillor P. Rizzuto, Winnipeg Councillor R. Nordman, Winnipeg
	(M)	Mayor K. J. Burgess, Brandon	
	(M)	Mayor D.G. MacLean, Thompson	
ONTARIO	(D)	Mayor H. McCallion, A.M.O.	Alderman T. A. Angus, Sault Ste. Marie Mayor J. Smylie, North Bay Alderman F. Faubert, Scarborough
	(D)	Reeve Morris Darby, President, R.O.M.A.	
	(D)	Mayor I. J. Coady, President, A.C.R.O.	
	(M)	Alderman R. Gilbert, Toronto	
	(M)	*Mayor M. Dewar, Ottawa-Carleton	
	(M)	Controller D. Lacey, Metropolitan Toronto	
QUEBEC	(D)	Maire J. O'Bready, President, U.M.Q.	*Maire D. Grenier, Shawinigan Maire P. Bernier, Drummondville Maire M. Pageau, Ancienne Lorette Maire J.-M. Dion, Sept-Iles
		Mayor G. Raymond, LaSalle	
		Mayor C. W. McDonald, Pierrefonds	
		Mayor B. Lang, Côte St-Luc	
NEW BRUNSWICK/ NOUVEAU-BRUNSWICK	(D)	Councillor N. H. Allen, Cities of N. B. Association	
	(D)	To be named	
	(D)	To be named	
NOVA SCOTIA/ NOUVELLE-ECOSSE	(D)	Mayor R. J. Munroe, President U.N.S.M.	Mayor W. Mooney, Yarmouth
	(M)	Warden E. Lawrence, Halifax County	
	(M)	Alderman D. Valardo, Dartmouth	
PRINCE EDWARD ISLAND/ ILE-DU-PRINCE-EDOUARD	(D)	Chairman J. Earle Arsenault, President, F.P.E.I.M.	
	(M)	*Mayor F. Moran, Charlottetown	
NEWFOUNDLAND/ TERRE-NEUVE	(D)	Mayor I. McGinn, Central Vice-President N. & L. F. M.	Councillor A. Wells, St. John's
	(M)	Mayor N. F. Murphy, Corner Brook	
NORTHWEST TERRITORIES/ TERRITOIRES DU NORD-OUEST	(D)	To be named	
YUKON	(D)	To be named	

*Members of the Executive Committee

FEDERATION OF CANADIAN MUNICIPALITIES

RESOLUTIONS CONSIDERED AT THE 1981 ANNUAL CONFERENCE

SECTION A (of the Conference Resolutions Book)*

Resolution 1: Appointments to the Judiciary - Defeated.

Resolution 2: Community Services Contribution Program - Approved as amended. **

Amendment moved by Alderman Gaffney, City of Nepean, seconded by Mayor Neumann, City of Brantford, that the operative clause in Resolution 2 be deleted, and replaced with the last two operative clauses of Resolution 34.

Resolution 3: Residential Rehabilitation Assistance Program - Approved.**

Resolution 4: New Programs for Assistance to Municipalities - Approved as amended by the Resolutions Committee (page 9 of Resolutions Book).**

Resolution 5: CMHC Mortgage Assistance Program - Defeated.

Resolution 6: Tax-Sharing Formula - Approved as amended by the Resolutions Committee (bottom of page 13 of Resolutions Book).**

Resolution 7: Bill C-4 - An Act Respecting Grants to Municipalities, Provinces and Other Bodies Exercising Functions of Local Government that Levy Real Property Taxes - Approved unanimously.**

Resolution 8: Amendment to the Excise Tax - Approved as amended by the Resolutions Committee (bottom of page 19 of Resolutions Book).**

Resolution 9: Amendment to the Excise Tax - Tariff Item 69605-1 - Approved as amended by the Resolutions Committee (bottom of page 21 of Resolutions Book).**

Resolution 10: Income Tax Exemption for Volunteer Ambulance Personnel - Approved.**

Resolution 11: Amendments to the Canada Employment Training Program - Approved as amended.**

Amendments: First operative clause amended to read:

> *THEREFORE BE IT RESOLVED that the Federation of Canadian Municipalities approach the federal government in an attempt to bring about the necessary changes to the Canada Employment Training Program (CETP) that would include firefighters and other municipal employees not presently covered under the provisions of said program.*

Second operative clause to be deleted.

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* The Resolutions Book was mailed to all members before the Conference and also distributed during the Conference.

**included in Consolidated Federal Report.

FEDERATION CANADIENNE DES MUNICIPALITES

RESOLUTIONS ETUDIEES AU CONGRES ANNUEL DE 1981

SECTION A (du cahier des résolutions du congrès)*

Résolution 1: Nominations à la magistrature - Rejetée

Résolution 2: Programme d'aide aux services communautaires - Approuvée telle que modifiée.**

Il a été proposé par l'échevin Gaffney, de Nepean, appuyé par le maire Neumann, de Brantford, que la disposition exécutoire de la résolution n^{o} 2 soit supprimée et qu'elle soit remplacée par les deux dernières dispositions exécutoires de la résolution n^{o} 34.

Résolution 3: Programme d'aide à la remise en état des logements - Approuvée.**

Résolution 4: Nouveaux programmes d'aide aux municipalités - Approuvée telle que modifiée par le comité des résolutions (p. 9 du cahier des résolutions).**

Résolution 5: Programme d'aide à l'égard des prêts hypothécaires de la S.C.H.L. - Rejetée.

Résolution 6: Formule de partage des recettes fiscales - Approuvée telle que modifiée par le comité des résolutions (au bas de la page 13 du cahier des résolutions).**

Résolution 7: Loi C-4 -- Loi concernant les subventions aux municipalités, provinces et autres organismes exerçant des fonctions d'administration locale qui lèvent des impôts fonciers - Approuvée à l'unanimité.**

Résolution 8: Amendement de la Loi sur la taxe d'accise - Approuvée telle que modifiée par le comité des résolutions (au bas de la page 19 du cahier des résolutions).**

Résolution 9: Amendement à la Loi sur la taxe d'accise - N^{o} tarifaire 69605-1 - Approuvée telle que modifiée par le comité des résolutions (au bas de la page 21 du cahier des résolutions).**

Résolution 10: Exemption d'impôt sur le revenu pour le personnel ambulancier volontaire - Approuvée**

Résolution 11: Modifications au Programme de formation de la main-d'oeuvre du Canada - Approuvée telle que modifiée.**

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* Le cahier des résolutions a été posté à tous les membres avant le congrès et il a été aussi distribué au cours du congrès.

** Compris dans la réponse globale du gouvernement fédéral.

Resolution 12: RCMP Policing Costs - Approved and referred to incoming Board of Directors.

Resolution 13: Crime Prevention - Approved.**

Resolution 14: Attacks on Members of Police Forces - Defeated.

Resolution 15: Financial Assistance for Maintenance of Private Homes - Approved. **

Resolution 16: Amendment to the National Building Code - Approved.**

Resolution 17: Increased Activities in the Area of Research and Lobbying - Approved unanimously in principle and referred to the Task Force on Structure of the FCM.

Resolution 18: Energy Conservation Programs - Approved.**

Resolution 19: Energy Conservation - Approved.**

Resolution 20: Financing of Non- Fossil Energy Alternatives - Approved as amended by the Resolutions Committee (bottom of page 47 of Resolutions Book).**

> *NOTE: It was pointed out during the session that reference to propane in the first operative clause should be deleted since it is a fossil fuel.*

Resolution 21: Oil Spill Costs - Approved. **

Resolution 22: Ku Klux Klan - Approved as amended.

Amendment moved by Mayor Wilkinson, City of Kanata, seconded by Mayor Schneider, City of Regina, that the resolution be amended to read as follows:

> *WHEREAS the International Convention on the Elimination of all Forms of Racial Discrimination, legally binding upon Canada, requires all states and parties to declare illegal and prohibit organizations and also organized and/or other propaganda, activities which promote and incite racial discrimination, and shall recognize participation in such organizations or activities as an offence punishable by law;*
>
> *THEREFORE BE IT RESOLVED that the Federation of Canadian Municipalities call upon all affiliated bodies to:*
>
> *a) enact resolutions at the municipal level to condemn the actions of any group discriminating against any group or persons,*
>
> *b) initiate strong action at the school board level to restrict recruitment activities and distribution of hate literature in schools by any group that discriminates against any group or persons,*

Modifications: la première disposition exécutoire est modifiée et se lit comme il suit:

> *QU'IL SOIT RESOLU QUE la Fédération canadienne des municipalités tente d'obtenir du gouvernement fédéral qu'il apporte les modifications nécessaires au Programme de formation de la main-d'oeuvre du Canada de façon à inclure les pompiers et autres employées municipaux qui ne figurent pas actuellement dans les dispositions dudit programme.*

La deuxième disposition exécutoire doit être supprimée.

Résolution 12: Coûts des services de la G.R.C. - Approuvée et transmise au Conseil d'administration.

Résolution 13: Prévention du crime - Approuvée.**

Résolution 14: Attaques dirigées contre les membres des forces policières - Rejetée

Résolution 15: Aide financière pour l'entretien des maisons privées - Approuvée.**

Résolution 16: Amendement au code national du bâtiment - Approuvée.**

Résolution 17: Activités accrues dans le domaine de la recherche et des pressions auprès des gouvernements - Approuvée à l'unanimité en principe et transmise au Groupe d'étude sur les structures de la F.C.M.

Résolution 18: Programmes de conservation de l'énergie - Approuvée.**

Résolution 19: Conservation de l'énergie - Approuvée.**

Résolution 20: Financement de nouvelles sources d'énergie non fossiles - Approuvée telle que modifiée par le comité des résolutions (au bas de la page 47 du cahier des résolutions).**

> *NOTA: On a souligné au cours de la séance que la mention du gaz propane contenue dans la première disposition exécutoire devrait être supprimée étant donné que c'est un combustible fossile.*

Résolution 21: Frais de nettoyage des fuites de pétrole - Approuvée.**

Résolution 22: Ku Klux Klan - Approuvée telle que modifiée.

Il a été proposé par le maire Wilkinson, de Kanata, appuyé par le maire Schneider, de Regina, que la résolution soit modifiée et se lise comme il suit:

> *ATTENDU QUE la Convention internationale sur l'élimination de toutes les formes de discrimination raciale, qui lie légalement le Canada, exige de tous les Etats-membres qu'ils déclarent*

c) urge school boards to develop uniform guidelines for Canadian teachers and students to control racism in the education system.

The following three resolutions were introduced by Alderman Gilbert, City of Toronto, and approved:

— *Municipal Role in Energy Conservation***

WHEREAS it is recognized that the primary responsibilities for ensuring an adequate supply of energy within Canada should be that of the federal government, in conjunction with provincial governments;

AND WHEREAS part of the proper assurance of an adequate supply of energy involves setting targets for energy use;

AND WHEREAS most energy in Canada is used in urban areas;

AND WHEREAS the effectiveness of most programs for reducing energy use depends largely on how close the administration of a program is to those who must implement it;

AND WHEREAS the inevitable increase in the number and scope of energy conservation programs will unquestionably, unless ordered, lead to confusion and waste of resources;

THEREFORE BE IT RESOLVED that municipalities that are willing and able to do so be given a primary role in setting energy conservation targets within their jurisdictions and in ensuring that they are met;

AND FURTHER BE IT RESOLVED that such municipalities be given the means to be the primary agents in the delivery of energy conservation and management programs for their communities.

— *Energy Conservation: Development & Maintenance of Information***

WHEREAS effective energy conservation requires regular evaluation that indicates achievements and shortcomings;

AND WHEREAS an appropriate data collection system does not exist in Canada to indicate consumption of energy by type within municipal boundaries;

AND WHEREAS amounts of energy used by individuals and organizations are considered confidential;

THEREFORE BE IT RESOLVED that Statistics Canada, after appropriate consultation, be requested to provide information on energy use disaggregated to a sufficiently local scale to be of use to municipalities in their attempts to monitor and reduce energy use within their jurisdicitions;

AND FURTHER BE IT RESOLVED that the National Research Council be requested to compile an inventory of municipal energy conservation programs being implemented across Canada.

illégaux et interdisent les organismes et aussi la propagande organisée ou non ou toutes les activités qui favorisent la discrimination raciale et qu'ils reconnaissent comme une offense punissable par la loi la participation à de tels organismes ou activités;

QU'IL SOIT PAR CONSEQUENT RESOLU QUE la Fédération canadienne des municipalités exhorte tous les organismes affiliés à:

a) promulguer au palier municipal, des résolutions pour condamner les actes de tout groupe exerçant une discrimination contre tout groupe ou personne,

b) prendre des mesures très strictes au niveau des conseils ou commissions scolaires, pour restreindre les activités de recrutement et la distribution de documentation incitant à la haine dans les écoles par tout groupe qui exerce une discrimination à l'encontre de tout groupes ou personne;

c) demander aux conseils ou commissions scolaires d'élaborer des lignes directrices uniformes pour les enseignants et les étudiants canadiens en vue de freiner la montée du racisme dans le système d'éducation.

Les trois résolutions suivantes ont été présentées par l'échevin Gilbert, de Toronto, et ont été approuvées.

-*Le rôle des municipalités dans la conservation de l'énergie***

ATTENDU QUE la responsabilité de garantir un approvisionnement énergétique adéquat à l'intérieur du Canada incombe principalement au gouvernement fédéral en collaboration avec les gouvernements provinciaux;

ATTENDU QUE la garantie d'un approvisionnement énergétique adéquat nécessite entre autres la fixation d'objectifs en matière de consommation d'énergie;

ATTENDU QUE la plus grosse partie des ressources énergétiques du Canada est utilisée dans les zones urbaines;

ATTENDU QUE l'efficience de la majorité des programmes de conservation de l'énergie dépend largement du degré de rapprochement entre les administrateurs et les exécutants de ces programmes;

ATTENDU QUE l'accroissement inévitable du nombre et de la portée des programmes de conservation de l'énergie mènera certainement, en l'absence d'un agencement pertinent, à la confusion et au gaspillage des ressources;

QU'IL SOIT, PAR CONSEQUENT, RESOLU QUE les municipalités intéressées soient habilitées à jouer un rôle prépondérant dans la fixation et la réalisation des objectifs de conservation énergétique dans les limites de leurs juridictions respectives.

— *Energy Conservation: Funding to Municipalities***

WHEREAS the conservation of non-renewable and diminishing resources is desirable, and conservation measures must be hastened by the provision of positive and practical incentives to reduce the consumption of various forms of energy;

THEREFORE BE IT RESOLVED that the Government of Canada encourage conservation measures by funding Canadian municipalities to the extent of 50% of the cost of compiling an approved energy audit and by subsidizing 50% of the annual cost of operating an approved energy management system.

The following resolution was moved by Alderman Boyce, City of Vancouver, seconded by Councillor Trotter, City of Thunder Bay, and approved:

— *Drug Paraphernalia* **

WHEREAS the importation, manufacture and marketing of drug paraphernalia is growing rapidly throughout Canada;

AND WHEREAS stores known as "head shops" for the retailing of these insidious products are quietly flourishing in municipalities throughout our land;

AND WHEREAS there is presently no legal basis on which to outlaw this multi-million dollar industry;

AND WHEREAS this industry promotes and thrives on the alarmingly expanding illicit drug trade;

AND WHEREAS this dreadful industry survives at the incalculable human expense of our nation's greatest resource, OUR YOUTH;

AND WHEREAS in the opinion of the mover, all the nation's deliberations and resolutions of this FCM on any other subject pale in importance to that of concern for our humanity, especially our children;

THEREFORE BE IT RESOLVED that this Convention go on record as decrying the existence of the drug paraphernalia trade in all its phases and immediately press for the enactment of enabling legislation, both provincial and federal, to assist we at the "grass roots" level to eliminate this scourge from our communities.

The following resolution was moved by Alderman Chester, City of Prince Albert, seconded by Alderman Pelton, District of Maple Ridge, and approved:

— *Treaty Land Entitlements* **

WHEREAS there are certain treaty land entitlements as Indian Reserves being requested within urban limits in Canada;

AND WHEREAS the Federal Minister of Indian Affairs and Northern Development, the Hon. John Munro, has stated he intends to approve these requests;

QU'IL SOIT DE PLUS RESOLU que ces municipalités soient dotées des ressources qui leur permettent d'assumer le rôle d'agent principal dans la mise en oeuvre des programmes de conservation et de gestion énergétiques destinés à leurs communautés.

-*Conservation de l'énergie: élaboration et mise à jour des données d'information***
ATTENDU QUE l'efficience de la politique d'économie énergétique exige une évaluation systématique des succès et échecs dans ce domaine;

ATTENDU QUE le Canada ne dispose pas d'un système pertinent pour la collecte des données sur la consommation des divers types d'énergie dans les différentes municipalités;

ATTENDU QUE les consommations énergétiques des individus et des organismes ont un caractère confidentiel;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que Statistique Canada, en consultation avec les autorités compétentes, soit invité à fournir, au regard de la consommation énergétique, des données suffisamment ventilées qui seraient utilisées par les municipalités dans leurs efforts visant à contrôler et à réduire la consommation de l'énergie dans les limites de leurs juridictions.

QU'IL SOIT DE PLUS RESOLU que le Conseil national de recherches soit invité à dresser un inventaire des programmes municipaux de conservation énergétique mis en oeuvre dans les diverses régions du Canada.

-*Conservation de l'énergie: financement des municipalités***
ATTENDU QUE la conservation des ressources énergétiques non renouvelable et décroissantes est une initiative souhaitable et que les mesures de conservation doivent être accélérées moyennant des incitants efficaces et pratiques qui permettent de réduire la consommation des diverses formes d'énergie;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que le gouvernement du Canada encourage les mesures de conservation en accordant aux municipalités canadiennes un financement couvrant jusqu'à 50% des frais d'exécution d'un programme approuvé de vérification des données énergétiques et une subvention couvrant 50% du coût d'exploitation annuel d'un système approuvé de gestion de l'énergie.

La résolution suivante a été proposée par l'échevin Boyce, de Vancouver, appuyé par le conseiller Trotter, de Thunder Bay, et elle a été approuvée:

-*Accessoires pour les adeptes des stupéfiants***
ATTENDU QUE l'importation, la fabrication et la commercialisation des accessoires pour les adeptes des stupéfiants connaissent un essor rapide au Canada;

AND WHEREAS such an Indian Reserve would not be subject to municipal bylaws and jurisdiction;

THEREFORE BE IT RESOLVED that the Federal Minister of Indian Affairs, the Hon. John Munro, be advised that the FCM strongly opposes the creation of any jurisdiction within an urban municipality for an Indian Reserve or for any other purpose or for any group of people that does not fully comply with and abide by all municipal bylaws the same as all other land within the municipality's jurisdiction;

AND FURTHER BE IT RESOLVED that no such transfer of land take place until these assurances are given to the affected urban municipality.

The following resolution was moved by Alderman Moscoe, City of North York, seconded by Mayor Burnett, Corporation of Delta, the operative clause of which was approved unanimously:

- *Affordable Housing***

WHEREAS the provision of housing for citizens is an essential component in the health of a municipality;

AND WHEREAS the skyrocketing increase in interest rates has all but strangled the ability of municipalities to both provide social housing and the ability of middle and modest income earners to achieve home ownership;

AND WHEREAS the growth of interest rates has resulted in an 80% increase in the profits of lending institutions;

AND WHEREAS the response to the interest rate "crisis" by the Federal Government has been benign indifference;

THEREFORE BE IT RESOLVED that the Federation of Canadian Municipalities urge the Federal Government to take immediate action to reduce interest rates so that affordable housing can become available to a broader section of the Canadian population.

The following resolution was moved by Alderman Van Mulligen, City of Regina, and approved:

- *Residential Mortgages* **

THEREFORE BE IT RESOLVED that the FCM urge the Federal Government to amend The Bank Act and such other Acts as may be necessary so as to require the banks and other lending institutions to devote a percentage of their portfolio solely to the provision of residential mortgages at reasonable rates.

The following resolution was moved by Mayor Wilkinson, City of Kanata, seconded by Alderman Butti, City of Edmonton, and approved unanimously:

ATTENDU QUE la vente au détail de ces produits insidieux, dans des "boutiques spécialisées", prospère tranquillement dans toutes les municipalités du pays;

ATTENDU QU'IL n'existe pas jusqu'à présent un fondement juridique justifiant la condamnation de cette industrie multi-millionnaire;

ATTENDU QUE cette industrie encourage et renforce le commerce illicite de la drogue, lequel se propage à un rythme alarmant;

ATTENDU QUE, de l'avis du motionnaire, tous les sujets des débats et résolutions de cette conférence de la FCM semblent futiles si on les compare avec ce sujet dont les retombées menacent notre société et surtout nos enfants;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que cette conférence décris sans réserve l'existence du commerce des accessoires pour les adeptes des stupéfiants dans toutes ses étapes et insiste sur l'établissement immédiat des Lois habilitantes, provinciales et fédérales, susceptibles de nous aider à éliminer "à sa source même" ce fléau qui ravage nos communautés.

La résolution suivante a été proposée par l'échevin Chester, de Prince Albert, et appuyée par l'échevin Pelton, du district de Maple Ridge, et elle a été approuvée:

*-Droits sur les terres visées par les traités***

ATTENDU QUE dans certaines zones urbaines du Canada, on demande de déclarer comme réserves indiennes des terrains visés par les traités;

ATTENDU QUE l'honorable John Munro, ministre fédéral des Affaires indiennes et du Nord a déclaré qu'il était prêt à approuver ces demandes;

ATTENDU QUE de telles réserves indiennes ne seront pas sujettes aux lois et à la juridiction des municipalités;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que la FCM informe l'honorable John Munro, ministre fédéral des Affaires indiennes et du Nord, qu'elle s'oppose énergiquement à la création de tout territoire qui, dans les limites d'une municipalités urbaine, ne se conforme pas à toutes les lois municipales comme tout territoire relevant de la compétence de la municipalité, que ce territoire serve de réserve indienne ou soit destiné à un autre usage ou à un autre groupe d'individus;

QU'IL SOIT EN PLUS RESOLU que l'approbation de ce genre de territoires ne s'effectue pas avant que les garanties pertinentes ne soient données à la municipalité urbaine concernée.

La résolution suivante a été proposée par l'échevin Moscoe, de North York, avec l'appui du maire Burnett, de Delta, et sa disposition exécutoire a été approuvée à l'unanimité:

*-Logement accessible***

ATTENDU QUE la fourniture d'un logement à ses citoyens constitue un élément vital de la structure municipale; et

— *Federal-Provincial Fiscal Arrangements***

WHEREAS municipalities in Canada depend upon various grants and transfer payments from other levels of government to carry out municipal responsiblities;

AND WHEREAS municipalities have no guarantee that essential funding will be available from year to year;

AND WHEREAS the Federal Government is reviewing transfer payments to provinces with the objective of reducing the total amount of such transfers;

AND WHEREAS any reduction in transfer payments to provinces will reduce the total fiscal resources of each province with a resulting impact on municipal transfer payments and grants;

AND WHEREAS in some provinces municipalities participate financially and/or administratively in programs funded under Federal-Provincial agreements;

AND WHEREAS the Federal Government has, in the past, cancelled or changed programs that have a direct financial impact on municipalities (such as the Community Services Contribution Program) without municipal consultation;

AND WHEREAS the Federal Government has established a Parliamentary Task Force on Federal-Provincial Fiscal Arrangements which will be reporting later this summer;

THEREFORE BE IT RESOLVED that the FCM urge the Federal Government to ensure that municipalities are consulted prior to changes in any Federal-Provincial agreement that affects municipalities in that province;

AND FURTHER BE IT RESOLVED that the FCM make representation to the Federal Task Force on Federal-Provincial Fiscal Arrangements to ensure that municipal concerns are addressed in any discussion on or change in Federal-Provincial fiscal agreements.

The following resolution was submitted by the Corporation of the District of West Vancouver, and approved unanimously:

— *Interest Rates for Municipal Tax Installment Payments Held in Trust by Chartered Banks and Other Lending Institutions***

WHEREAS the majority of Canadians acquiring houses obtain a mortgage;

AND WHEREAS as part of the monthly payments very many chartered banks and lending agencies require the inclusion of a percentage of municipal taxes to be paid on a monthly installment;

AND WHEREAS the municipal taxes once collected are put into a trust account until they are required to be paid to the municipality;

ATTENDU QUE la flambée des taux d'intérêt a presque paralysé les activités des municipalités dans le domaine du logement social et mis le citoyen à revenu moyen et la plupart des salariés dans l'impossibilité d'accéder à la propriété;

ATTENDU QUE la hausse des taux d'intérêt s'est traduite par une augmentation de 80% dans les profits des établissements de prêt;

ATTENDU QUE la réaction du gouvernement fédéral à la "crise" du taux d'intérêt s'est caractérisée par l'indifférence;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que la Fédération canadienne des municipalités presse le gouvernement fédéral d'intervenir immédiatement afin de réduire les taux d'intérêt et, partant, de rendre le logement accessible à une plus grande portion de la population canadienne.

La résolution suivante a été proposée par l'échevin Van Mulligen, de Regina, et approuvée:

-*Hypothèques résidentielles***
QU'IL SOIT, PAR CONSEQUENT, RESOLU que la FCM presse le gouvernement fédéral d'amender la Loi sur les banques et, au besoin, d'autres lois afin d'exiger que les banques et autres établissements de prêt consacrent exclusivement un pourcentage de leur portefeuille aux prêts hypothécaires résidentiels consentis à des taux raisonnables.

La résolution suivante a été approuvée par le maire Wilkinson, de Kanata, avec l'appui de l'échevin Butti, d'Edmonton, et elle a été approuvée à l'unanimité:

-*Arrangements fiscaux fédéraux-provinciaux***
ATTENDU QUE les municipalités du Canada comptent sur les subventions et les transferts provenant des autres paliers du gouvernement pour mener à terme les activités dont elles assument la responsabilité;

ATTENDU QUE les municipalités ne disposent d'aucune garantie au regard de la disponibilité annuelle du niveau essentiel de financement;

ATTENDU QUE le gouvernement fédéral revoit les critères du transfert des recettes aux provinces, dans le but de réduire le montant total des fonds ainsi transférés;

ATTENDU QUE la réduction de ces transferts réduira les ressources fiscales globales de chaque province et, de cause à effet, les subventions et transferts provinciaux aux municipalités;

ATTENDU QUE dans certaines provinces les municipalités participent financièrement et (ou) administrativement aux programmes financés en vertu d'ententes fédérales-provinciales;

AND WHEREAS these funds earn only 3% while in these trust accounts of chartered banks and whereas the prime lending rate in Canada is approximately 15% and the interest rate on savings accounts averages 11%;

AND WHEREAS the interest paid on mortgages reflects market demand;

THEREFORE BE IT RESOLVED that the Federation of Canadian Municipalities petition the Federal Government to amend ***The Bank Act*** *to require banks and other lending institutions to pay an interest rate on municipal taxes held in trust equal to or above the rates paid on savings accounts.*

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ATTENDU QUE le gouvernement fédéral, dans les années passées, a annulé ou modifié des programmes qui ont des retombées financières directes sur les municipalités (tel le Programme de contributions pour les équipements communautaires) sans consulter les municipalités concernées;

ATTENDU QUE le gouvernement fédéral a créé un groupe de travail parlementaire sur les arrangements fiscaux fédéraux-provinciaux, lequel présentera son rapport vers la fin de l'été;

QU'IL SOIT, PAR CONSEQUENT, RESOLU que la FCM presse le gouvernement fédéral de s'assurer que l'on consulte les municipalités avant de procéder à la modification d'un accord fédéral-provincial qui touche les municipalités de la province concernée;

QU'IL SOIT DE PLUS RESOLU que la FCM fasse des représentations au groupe de travail parlementaire sur les arrangement fiscaux fédéraux-provinciaux, de manière à garantir la prise en considération des problèmes municipaux dans tout débat sur les ententes fiscales fédérales-provinciales ou dans toute modification de ces ententes.

La résolution suivante a été soumise par la corporation du district de Vancouver-Ouest, et approuvée à l'unanimité:

-*Taux d'intérêt sur les versements de taxe municipale tenus en fiducie par les banques à charte et les autres établissements de prêt***

ATTENDU QUE la majorité des Canadiens qui acquièrent des logements obtiennent des prêts hypothécaires.

ATTENDU QUE la plupart des banques à charte exigent le paiement mensuel d'une fraction de la taxe municipale en plus des mensualités hypothécaires.

ATTENDU QUE les taxes municipales ainsi perçues sont versées dans un compte de fiducie en attendant l'échéance de leur paiement aux municipalités.

ATTENDU QUE l'intérêt gagné sur ces fonds durant leur dépôt en fiducie dans les banques à charte ne dépasse pas 3%, que le taux d'intérêt préférentiel au Canada est de 15% environ et que le taux d'intérêt sur les comptes d'épargne varie autour d'une moyenne de 11%.

ATTENDU QUE l'intérêt payé sur les hypothéques reflète la demande du marché.

QU'IL SOIT, PAR CONSEQUENT, RESOLU que la Fédération canadienne des municipalités demande au gouvernement fédéral de modifier la *Loi sur les banques* de manière à ce que les banques et les autres établissements de prêt payent sur les taxes municipales déposées en fiducie un taux d'intérêt égal ou supérieur aux taux payés sur les comptes d'épargne.

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